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ABSTRACT

PURE's (People United for Rural Education) third national rural education conference focused on the survival of rural education in the 1980's. The conference was divided into 4 general sessions and 15 concurrent sessions. Topics addressed in the general sessions were: projections for rural education in the Midwest; considerations for financing rural schools; design of a non-graded, individualized school in Utah; the need for cooperative action in strengthening rural education; community schools versus consolidation; encouragement of federal concern with rural education; and congressional points of view. Subjects which were presented in the concurrent sessions included: the role of the woman administrator; activity time and generation of teacher enthusiasm; sharing professional services (Iowa's small school project); college involvement with teacher preparation for rural education careers as implemented by Luther College (private) and the University of Northern Iowa; competitive federal grants (characteristics of successful applications); rural telecommunications service systems; use of public television to enhance curriculum; ERIC (Educational Resources Information Center) for librarians; Public Law 94-142; the impact of special education on small schools; equalization of educational opportunities; local chapters and community involvement; community education in rural schools; an alternative delivery system for rural education; and congressional points of view concerning the survival of rural education. (CM)

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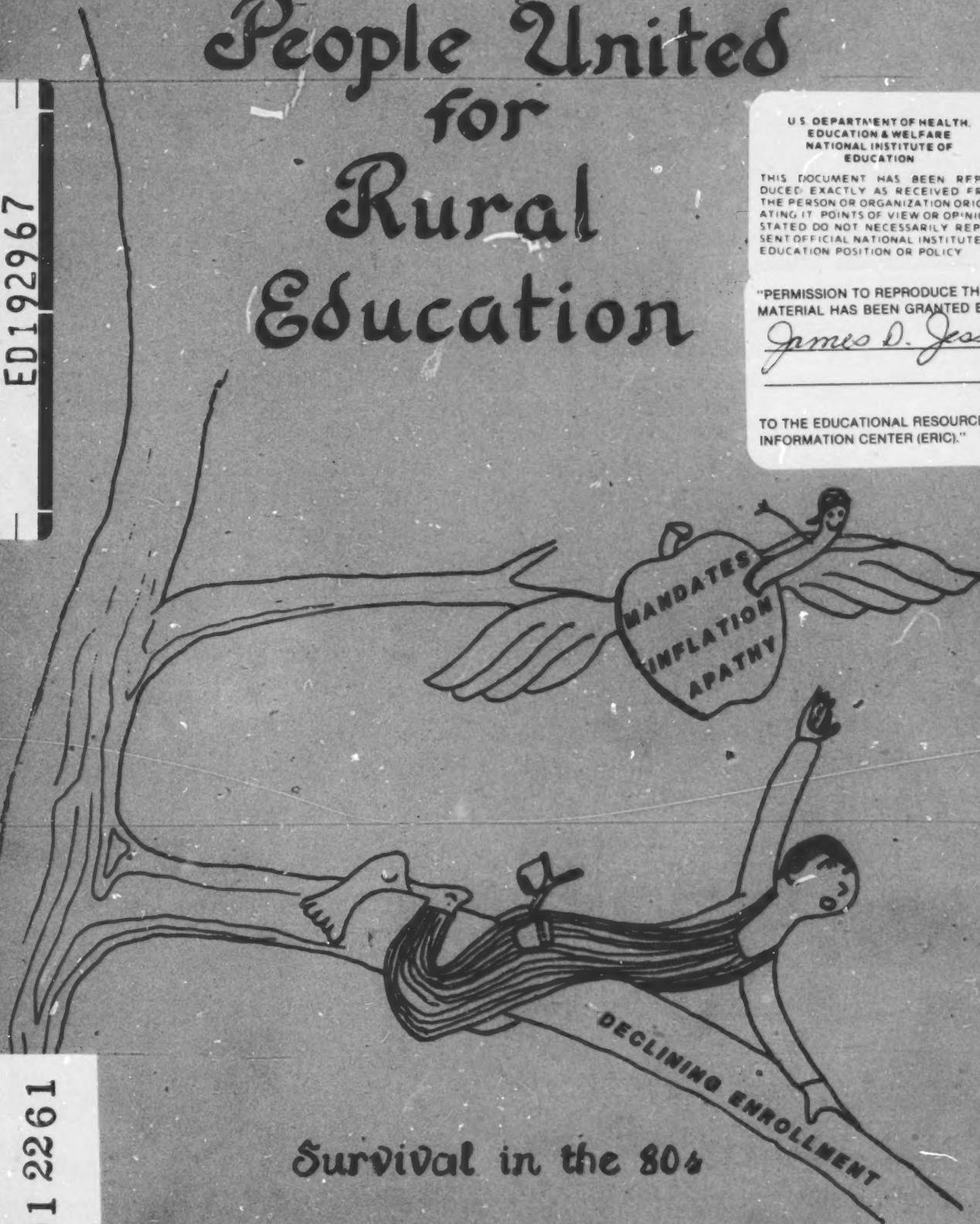
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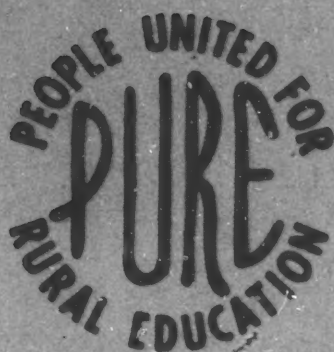
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Survival in the 80s

1980

THIRD ANNUAL NATIONAL CONFERENCE





An Organization Founded and Maintained to
Promote the Qualities Inherent in
Rural Education and to Pursue
Educational Excellence
That Will Enhance
Rural Community
Life

PEOPLE UNITED FOR RURAL EDUCATION
Route Three, Box 41
Alden, Iowa 52006

This PURE Conference Book represents a valuable resource for all who are interested in Rural Education. When you are through with your copy, donate it to a library--public, private, or school--or pass it on to others--teachers, superintendents, or community-minded citizens who are concerned about education--who would read it. Thank you.

The 4th PURE Conference, Strengthening Rural Education Through Co-operative Action, will be held on February 5 & 6, 1981, in Des Moines, Iowa, at the Hotel Fort Des Moines.

INTRODUCTION

On January 31-February 1, 1980, People United for Rural Education sponsored its third national rural education conference at the Fort Des Moines in Des Moines, Iowa. The two-day conference attracted participants from many states and the District of Columbia. Rural Education: Survival in the 80's was an appropriate theme for the conference as it marked the beginning of a new decade for rural schools in America.

This publication of the PURE Newsletter is a report of the proceedings of the 1980 Conference. The officers and advisors of PURE wish to thank the news media in Iowa for their excellent coverage of the conference on radio, TV, and in newsprint. A special word of thanks is extended to Mueller Studios in Clarion, Iowa for furnishing a photographer and pictures of the conference. Video tapes of the general sessions and additional copies of the conference report are available by writing PURE Headquarters, Box 41, Rural Route 3, Alden, Iowa, 50006.

On behalf of the Conference co-chairpersons, Dr. Roger Baskerville, Mrs. Janet Kinney, Mrs. Kay Banwart and myself, we are pleased to present this conference report to the reader. We extend our appreciation to the VISTA Volunteers, Sue Klees and Deb Van Sant, for the many hours they put in compiling and editing the material that is included in the Report.

James D. Jess, Ed.D
National Advisor
People United for Rural Education

COMPILED BY

Sue Klees
James D. Jess

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**FIRST GENERAL SESSION
WELCOME AND
THE STATE OF PURE ADDRESS
SPEAKER: DR. ROGER BASKERVILLE
PURE State Advisor**

Participants and guests of the Third Annual National Conference of People United for Rural Education, welcome. As the Madison Avenue advertisement stated, "You've come a long way, baby"! And, indeed, we have come a long way since that cold night in February of 1977 when a thousand plus citizens descended on the State Capitol to discuss the wisdom of Senate File 300. More than a singular political victory was won that evening. There was a 'drawing together' of educational philosophies which shared a common thread of truth; that rural Iowans in this predominantly rural state believed in the caliber and quality of education inherently afforded their children and grandchildren, and that this educational structure must remain intact for generations to come. The time was right for a stand to be taken, and the assertive missile hurled by David had both stung and surprised an unsuspecting Goliath. An enigmatic and often times inscrutable educational bureaucracy had learned that 'small' was viable; that 'quality' education existed in 'out-state' Iowa; that customs, cultures, mores, and values were a very real part of rural people; and that a potential legislative mandate would spur these small-community, minority citizens into a unified voice of protest to defend their children's education and their educational institutions.

That "unified voice" became People United for Rural Education. From three people, it has grown to over 2,000 dues-paying, concerned citizens. PURE has survived the "slings and arrows of outrageous fortune." It has survived a largely unresponsive and uncaring state-wide media. Indifference to the rural plight, to the 'rural' school has frustrated our general membership and active volunteers. Many rural people are still unaware of PURE's existence and the sizeable political and educational impact it has had thus far. Too many of our state's citizens feel that the loss of small-community population, dwindling school enrollments and school reorganization are 'inevitable'. This is an understandable, yet regrettable, attitude. State-wide mediums of communication are notorious for print-

ing 'bad news' about rural areas; for equating 'small' with 'inefficient', 'uneconomical', and 'unworthy' of continuance. Prejudicial editorials loaded with voices of pseudo educational authority and expertise have ingrained in rural people the idea that they are 'inefficient', 'uneconomical' and 'unworthy'. Data-based studies presenting a 'bigger is better' concept have inundated the pages of major communication mediums. Voices of authority have told rural listeners and the rural readership that their time for existence is limited. For years we have waited for the 'inevitable axe' to fall. In the meantime, we have suffered the incessant chopping of many, many smaller hatchets.

If we are to dismantle and ultimately eliminate the threat of a final and decisive axing, the answer is simple:

1. All PURE members must become active, not passive;
2. PURE membership must be pushed daily; our membership rolls must grow within Iowa; each and everyone of us must become an Ambassador for rural education;
3. Community chapters must be developed throughout every community, village, and hamlet in the state;
4. Rural people must lose their apathetic attitude of indifference; of the 'inevitability' of failure, of losing their communities and schools; and
5. Rural school boards and town councils must work in tandem to 'build' their communities; to take the offensive in stopping the 'inevitability' of school and community closings. The best educational financial formulas in the world will be to no avail if we allow our enrollments to drop beyond the point of no return. Classes of two, three, four, or five members just won't cut it; even to a die-hard rural proponent like myself. We must take the initiative; we must act; we must move!

My address is urgent from design, not chance. Allow me to illustrate my feelings with this small illustration:

The founder of a highly successful company was asked what it took, to succeed. "The same thing it took to get started," he replied, "a sense of urgency about getting things done."

The people who make things move in

this world share this same sense of urgency. No matter how intelligent or able you may be, if you don't have this sense of urgency, now is the time to start developing it. The world is full of very competent people who honestly intend to do things tomorrow, or as soon as they get around to it. Their accomplishments, however, seldom match those of the less talented who are blessed with a sense of the importance of getting started now.

My friends, we must start now--we must start again. We must build People United

for Rural Education into a strong, vibrant unified voice capable of being heard throughout the land! Rural people must stand up and be counted in the thousands. PURE members must be urgent in their cause. It is not too late--not yet. Carry the PURE message back to your communities. Push for involvement. Let us strive to show all concerned that People United for Rural Education is on the move, incessantly, in this predominantly rural state.

Welcome to PURE's Third Annual National Conference!



DR. ROGER BASKERVILLE
PURE STATE ADVISOR



7 DR. JAMES JESS
PURE NATIONAL ADVISOR

**FIRST GENERAL SESSION
WELCOME AND MESSAGE
FROM THE NATIONAL ADVISOR
SPEAKER: DR. JAMES D. JESS**

I would like to pass on our congratulations to Dr. Roger Baskerville who was selected by Executive Educator magazine as one of North America's 100 top school executives. Dr. Baskerville, who was nominated by his Board of Education, was recognized for his exemplary career education program which places Lohrville seniors in a work experience in their local community as well as giving them classroom instruction on rural economics and finance along with the psychology of living in a rural area. Needless to say, we are proud to have Roger as our organization's State Advisor.

People United for Rural Education has undergone considerable change since our conference in 1979. This year it has focused its attention on the needs of rural constituents throughout the Midwest and the United States as well as here in Iowa. The volunteer efforts of PURE in Iowa has shed a ray of hope to rural folks in many parts of our country, and they have invited us to share our rural enthusiasm and organizational experience with them so that they, too, may become a viable force in promoting the qualities of their rural schools and pursue educational excellence that will enhance their own lives in the rural communities of their states.

Due to the added responsibility that PURE has taken on, it has been necessary to restructure the operation of the organization. The Board of Directors was expanded to include two more members: Jane Zelinsky of Terril and Kay Banwart of West Bend. I was appointed advisor for national affairs and Roger Baskerville as your state advisor. He is assisted by a six-member State Advisory Committee which includes Superintendents Ervin Burton, Darrell DeBoom, Al Huisman, John Lawrence, G.O. Mason, and Jerry Nichols.

Two VISTA volunteers, Deb Van Sant from Sacramento, California and Sue Klees from St. Louis, Missouri, work out of our headquarters and are traveling the state of Iowa assisting local communities in establishing their own local PURE chapters. To date, eight local chapters have emerged, and their goal is to add 32 more chapters before August.

While our state volunteers have been

actively working in Iowa, several of your board members and I have been busy conveying PURE's message throughout the country. Never before has there appeared to be so much interest and attention being given to rural education and small schools than there is right now. And, what an appropriate time in our history to see it emerge--at the threshold of the 80's.

The General Session, luncheon, and banquet speakers at this year's conference are some of the people with whom we have come in contact with during the past year. Each of them has a sincere interest in rural America and a strong desire to help provide equal and appropriate educational opportunities to children in small rural communities. The concurrent clinic sessions this afternoon and tomorrow morning were planned by your State Advisory Committee. They are staffed by a cadre of outstanding authorities and practitioners in the field who will be sharing their rural school programs and ideas with us.

Before turning the podium over to Dr. Blackburn, I want to reemphasize the sense of urgency that Roger eluded to in his opening remarks. My experiences during the past year make me optimistic that rural education and small schools are going to be given renewed interest nationwide during the decade of the 80's. A growing number of states, 26 as of this year, are recognizing the special funding requirements of rural schools and have made adjustments in their finance laws to compensate for the problems associated with smallness, population sparsity, or isolation.

Also, a growing number of state departments of education are focusing a greater amount of their effort and attention on the programming needs of their smaller rural schools. The Federal government is seeking an agenda for rural education. The National Institute of Education has made rural education a research priority in 1980. Several of our nation's leading colleges and universities are reinstating rural educator training programs and establishing rural assistance centers. The national PTA devoted their entire January, 1980 publication to rural education issues. On the cover it was stated: "Thank God for Country Schools." The American Association of School Administrators is devoting a greater share of its national conven-

tion in Anaheim to programs designed for the small school administrator and board member. The National Academy of School Executives is sponsoring its first pre-convention seminar on "The Creative Management of the Small School," February 13-14 in Anaheim. A Washington based group that calls itself OCRE: Organizations Concerned About Rural Education, is working to improve the stance of rural education in the new Department of Education. Dr. Minter, our banquet speaker this evening, was instrumental in providing funds and encouragement through the Bureau of Elementary and Secondary Education for the National Seminar on Rural Education which was held at the University of Maryland last spring. As a result of that seminar, there were rural round table discussions held throughout each of the ten HEW regions last September to get further grassroot suggestions on rural education policy development. Members of PURE have in one way or another been associated with many of these exciting national events. Our continued collaboration with such individuals as Gail Parks, Education Director of the National Rural Center; Faith Dunne of Dartmouth; Ivan Muse at Brigham Young; Frank Fratoe, USDA; Tom Schultz, NIE; Everette Edington of ERIC/CRESS; the Millers in Oregon; Kerry Nelson in Utah, and many, many others have provided us with new insights into the diverse and numerous needs of Rural America and their schools.

Those of us who have worked long and hard to maintain and improve the stance of small rural schools in our own state appreciate the encouragement and support that we get from those outside our state. The 80's look good for rural education throughout most of the country.

Although things are beginning to look brighter for small rural schools on the national scene, I am less optimistic about their future here in our own state of Iowa. I say this not to be an extremist, but by being a realist who has studied the plight of the Iowa small school thoroughly and carefully. PURE led the way in making mandatory reorganization a dead issue among a majority of Iowa lawmakers. It was done by exploiting the virtues of smallness and demonstrating the ability and willingness of rural Iowans to stand up for what they believe is an important aspect in their chosen way of life. PURE was also successful in

convincing a majority of our legislators to change the law to enable small schools to share their students, teachers, and facilities in order to meet state requirements as K-12 districts.

To date, we have not been able to convince the Iowa House and Senate that they have literally starved many of our small school budgets to death during the past eight years under their restrictive and inflexible School Finance Formula. A controlled formula that has allowed some school districts to increase their regular program expenditures by as much as 100 percent since 1972-73; and, at the same time, has limited other districts to a budget growth of less than 20 percent. This has been done in the name of equality and equity. It has also been done during a period of time when every school rural or urban, small or big, has been faced with 60 percent rise in the cost of goods and services.

The result of this inequitable funding formula has forced most small schools in Iowa to choose between cutting the guts out of their educational programs or pay their teachers substandard salaries. According to the latest figures released by the Iowa Association of School Boards, a beginning teacher in one small district will be paid \$2000 less than a beginning teacher in most of our state's larger districts. The top salary that a teacher can make in that small rural district is nearly \$11,000 less than he or she might make in a larger city district. Now, I ask, are small rural schools going to attract and hold good teachers in our state with this kind of wage disparity.

Furthermore, there exists in this state an intensifying bureaucratic resistance to yield to the desires of rural country Iowans. Nearly 70 percent of our schools lie in rural communities of fewer than 2,500 population. Yet, their needs are ignored through intentional neglect. Not one recommendation in this year's 38-page Report and Recommendation to the 1980 Session of the 68th General Assembly from the State Board of Public Instruction addressed the financial problems of small public elementary and secondary school districts. Yet, the Report stated it was the Department's sincere wish that the General Assembly will continue to move Iowa's educational program toward the goals of quality and equal opportunity for all children and adults.

An analysis of the latest Summary De-

scription of ESEA Projects Collection for 1978-79 entitled, "Improving Education in Iowa," clearly indicates the State Department's priority for the allocation of Title IV, Part C funds. One hundred and fifty-three competitive grants totaling 1.2 million dollars were awarded in 1978-79. Sixty-five percent of those funds were awarded to local school districts and the remaining 35 percent went to the Area Education Agencies. Only 19 percent of all funds going to the local school districts went to schools with enrollments below 1,000 students. Schools in that size category constitute over 70 percent of all the schools in our state. Sixty percent of the funds awarded to local school districts went to the Des Moines, Council Bluffs, Marshalltown, and Macon City schools. These four school districts enroll less than 10 percent of the state's total student population. The Des Moines School System alone received twice that amount which was awarded to all the schools in the state whose enrollments were below 650, which is nearly 50 percent of Iowa's 445 school districts.

The state of Iowa has traditionally ranked high among the fifty states as a leader in providing high quality public elementary and secondary education. Much of this can be attributed to the fact that Iowa has such a large percentage of small rural schools whose local communities encourage and support good programs. President Carter in his recent policy on Small Community and Rural Development stated:

Built into this policy is the recognition that rural Americans have extraordinary creativity, dedication, and perseverance. The role of Federal government should be to encourage and support the resources and resourcefulness of rural America and to be a partner of its local leaders.

We need to convey this message to the leaders in our own state government. The people of Iowa and especially those associated with People United for Rural Education display unusual creativity, dedication, and perseverance. It is time that we insist that our legislators and our leaders in the State Department of Education begin working with us rather than against us in our effort to maintain and improve educational opportunities in our small rural schools. We cannot afford to allow them to continue to neglect our needs and ignore our problems. The

goals of quality and equal opportunity for all children and adults in Iowa is a noble wish for our State Department of Education, but its leaders must realize that equal opportunity may require additional assistance to Iowa's small schools in order for the state to accomplish that goal.



KAY BANWART
PURE 1ST VICE PRESIDENT



"WELCOME" - DR. JAMES JESS

**FIRST GENERAL SESSION
"PROJECTING RURAL EDUCATION
IN THE MIDWEST FOR THE 80's"
SPEAKER: DR. HAROLD BLACKBURN**

Regional Commissioner of Education
HEW Region VII, Kansas City

I'm very glad to have been asked to speak to your group. You are the kind of people who make things happen. I've heard it said that there are four kinds of people in the world. There are those who wonder why things happen, and then there are those who wonder how things happen. Next there is the group of people who wonder what happened. The fourth kind of people are those who make things happen, and I think those are the people represented here. You are doers. The world is made up of two kinds of folks--those who talk about doing and those who get busy and do it. You do it.

American education is involved in four revolutions today. We are all involved, as parents, teachers, and administrators. One of these revolutions is the chance for some sort of schooling for everyone. The second of the revolutions we are involved in is a search for equality of opportunity. The third is the search for quality. The current synonyms for this are basic skills and minimum competencies which are matters of urgency and importance everywhere. And finally, a search for new or changing governance patterns in education--to find out what the proper role of parents and teachers is when it comes to participation in some decisions in public schools. We are involved in these four kinds of revolutions and the implications of these revolutions are being dealt with here at this conference.

There are two bothersome questions circulating about education today. Will the public schools in general and rural schools in particular survive the 80's; and, if the answer is yes, will it make any difference? These are key questions in which you are a part of identifying the problems as well as the solutions. Based on my thirty years' experience in education, I submit to you that public schools will survive and flourish. We are still the only nation in the world attempting to educate all children past the age of 15. The American public has a commitment to education. We are in for tough times, as you know, but the consequences of not having a strong, viable public school system would be even more

distressing and, in fact, devastating. There are really only three lights that keep us civilized--the light of learning, the light of law, and the light of religion. You and I know that education is an important key to our civilization, and we won't let our schools go down.

You here at this conference are important, and your discussions and decisions are important because you understand the value of teamwork, of cooperation with government at all levels, and with each other, and in joining together. All schools, rural and urban, will face a lot of problems in the 1980's. There are several things we can do as we deal with these problems, just as there are several things I can do with my hands. I can wring them and moan, or I can fold them and sigh, or I can put them in my pockets and blame everybody else, or I can reach out and grab your hand and together we can make something better than it used to be. Some things we can do better together. We can build on each other's strengths.

There are some assumptions that can be made about American education. First of all, we agree that universal education is essential. Secondly, we feel that public education should essentially be free. We also believe that public education is a state responsibility, as implied in the tenth amendment. Fourth, we believe that local school districts operate the public schools best. Fifth, that non-public schools are important, too. Sixth, may I suggest to you that there is a federal role in education which needs to be examined.

There are also key assumptions that rural educators and people that support rural schools can agree on as well. The seven important assumptions as they apply to rural education in the 80's are:

1. Rural leadership does have access to important information. It cannot and should not be assumed that rural leaders are uninformed;
2. Rural citizens believe in self-determination and self-direction;
3. Participation and involvement is important to rural citizens;
4. There is a need for broad dimensions of programs and instructions. Our rural schools should and do offer general education as well as career-specific education;
5. Equal opportunity problems are best solved at the state and local levels;

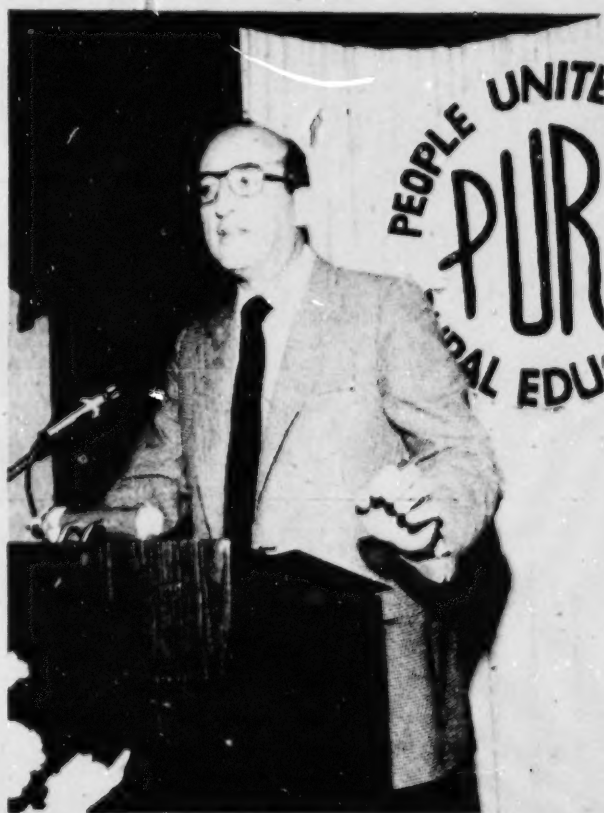
6. There has to be a viable and useful role for the federal government in rural education.

Finally, I would like to suggest eight main questions rural schools need to ask and answer to insure their survival in the 1980's:

1. What will be the voice and the role of rural schools as related to the new Department of Education?
2. What are the curricular and instructional implications of the trend toward an increasing minority population?
3. What is the role and voice of the private school sector in rural education?
4. What are some of the factors involved in a more effective transition between the world of school and the world of work?
5. How will rural schools communicate with the community? By 1985, two out of three married couples will not have children in school. In a communications survey, the question was asked of parents, "Where do you learn about school?" Their answers, ranked in this order, were: (a) from their own children (b) from newspapers and television (c) by word of mouth (d) from school publications. Non-parents, asked the same question, had similar answers, with newspapers and television ranked first. In order to have the trust and support of the community, the school needs to have an effective communications system.
6. What will be the effects of court decisions on rural schools in the 80's? Areas the courts will likely be dealing more with are discipline, how outside organizations affect curriculum and equal opportunity including equal school finance.
7. Who will run the schools? What will be the impact of students, parents, and teachers in the area of governance?
8. When and how will rural schools get useful, applicable research?

These questions deal with the future of rural schools and are ones you, as members of a future oriented organization, should be and are dealing with. America's guarantee of success lies in its public school system of which you are a part. How

much and in what manner you are a part depends entirely on you. Your leadership in rural education in the 80's is vital.



DR. HAROLD BLACKBURN

**SECOND GENERAL SESSION
"FINANCING SCHOOLS: CON-
SIDERATION FOR THE 1980's"
SPEAKERS: DELWYN STROMER, REP.
C. W. (BILL) HUTCHINS, SEN.**

Rep. Delwyn Stromer:

I was very glad to accept when I was asked to speak at your conference this year. I enjoy working with PURE to promote the causes of rural education. I think you should realize that it is difficult for some of our present legislators to identify what rural really is. It is quite a difference from fifty years ago when they all had roots in small rural communities. Those legislators without that rural background are a lot tougher to work with.

Contrary to popular belief that Dr. Benton is usually on the wrong side of every issue, I found when researching, a positive statement he made for Education Week, 1979. He states:

American Education week is not a new observance. School systems have been doing many special and novel things in the past to inform their patrons of the output of the schools. I commend them for these past activities, but I want to take the opportunity to urge Iowa schools to especially celebrate American Education Week this year. In times like these, there seems to be a real credibility gap developing between the public and the schools; and when there are many questions being asked as to the adequacy of the output of the school, it seems to me there should be a strong effort made to convince the American public that education can turn things around.

This is significant because if education is to be turned around, as Dr. Benton is talking about, it is going to take effort from small communities like yours to prove how strongly you believe in quality education. There is not the credibility gap in most small communities, because the parents are more involved in the school. With efforts such as PURE, you are turning things around.

While talking to Dr. Jess and other superintendents in that area a few years ago, one of the concerns was dollars available to school districts, especially those districts that had been severely limited for the past few years because of a two-year freeze on increases and a growth rate that did not reflect their true expenditures. This is still a con-

cern today, but some alternatives have been developed. One of the alternatives was the Enrichment Tax. CAL was the first district to make use of the tax and many have since followed suit. Many larger districts cannot solve their problems because they are not willing to spend their local dollars in the ways available.

We are working on other alternatives in the legislature. One of the areas is the dissolution bill. This bill is not designed to solve your school financial problems, but is the exact opposite. When a school district feels that it is not feasible to continue to operate the school, then this bill sets up a voluntary commission to look at the possibilities of dissolving the school district. It allows more latitude than the present laws concerning school district closings.

Talented and gifted programs are also an area of concern in the legislature at this time. Your group has not gotten as involved with this as some others, but I feel gifted and talented programs are more available in small rural schools than in the urban districts. As I read what educators are talking about when relating to gifted and talented programs, they refer to the art, athletics, music, and drama programs which enrich the education of the quicker students. The participation rate in these areas is much higher in rural schools than in urban schools. Because of the school size, more of your children can benefit from these "talented and gifted" programs.

We are trying to expand the use of the 2½ mill School House Fund. One possible direction is to allow the purchase of school busses out of that money. The Site Fund uses might also be expanded.

PURE is working with us on the 325 minimum school district concept. Districts with less than 325 students would have the option of the school aid formula or a budget-to-budget concept. The school aid formula would still be in place, but your enrollment would be calculated the way it presently is based on your present enrollment, even if your enrollment declines. The additional money would come from local property taxes and would have to be voted on yearly. Historically, small school districts have been willing to spend the extra money because they recognize that there are better educational opportunities in those small schools. The problem we might run into is equity, because the budget-to-budget concept could allow some districts to spend more than

others. I do not feel this is a valid argument, because some districts spend a large portion of their budget on transportation while others spend none. Transportation costs should be taken out of the school formula before equity is brought into question. (Note - the bill did not pass.)

Another area some districts are looking at seriously is an amendment that would allow weighting for shared programs. The weighting is in direct relationship to the extent of the sharing. Some people do not agree with the concept of sharing, but I feel that this innovation in rural communities has helped enhance the education of those students whose schools have severe dollar restraints. Sharing is an innovation which should be experimented with.

These are a few of the financing considerations we are working on. I appreciate your support on the bills which will help rural education, and I enjoy working with you.

Sen. C. W. (Bill) Hutchins:

I commend you for getting this organization going. It serves a very good purpose, and you are of great assistance to the legislators as we deal with the problems of rural education.

Del Stromer touched on some of the finance considerations for the future. I was very pleased when the legislature passed the weighting bill for shared students I proposed last year. Hopefully, it will provide an incentive for small schools wanting and needing to use this option. I do think, however, that there will be some short term funding problems coming up in the future. In House File 660 which we passed last year, we did try to deal with those schools that have dramatic reductions in enrollment by putting in a guaranteed growth of 4% for the 1980 year of the previous year's budget, and 3% thereafter. That is going to cause some short term problems we will probably start seeing next fall when negotiations begin. It will be found out that school systems don't have much money with energy costs accelerating like they are.

One of the things you should be aware of is a constitutional amendment filed in the House and the Senate that would limit the amount the state and local communities can spend. This could have a dramatic effect on school districts. The Education Association is strongly opposed

to it, but it will be a vote of the people ultimately. Another bill which would affect you in the short term is the property tax bill. It would roll back commercial property evaluations, and lower the evaluation base in every tax division in the state. The possible ramifications of such a bill must be carefully considered.

Another area that must be looked at by school administrators and school boards is energy conservation. Plant weatherizing should be done. The School House Fund dollars should be allowed to be used for such purposes. Rising energy costs are going to continue to force school boards and administrators to be more economical and to cut more corners. All schools must concern themselves with meeting the energy costs in the future.

The present laws need to be looked at to make sure they are not discriminating against the small school. The foreign language requirements were changed this year because they were not fair to the small schools. We need to review the school laws to make sure they are fair and to see if we can provide more flexibility in the mandates.

I appreciate the opportunity you have given me to participate in this conference, and I thank you for the support and help you have given to rural education in the legislature.



REP. DELWYN STROMER

THURSDAY LUNCHEON SPEECH

"A LOVE AFFAIR

WITH A RURAL SCHOOL"

SPEAKER: MS. KATE DENNIS

Howell Elementary School, Utah

Howell School is a small rural school of 40 students in the northwest part of Utah. The children come from 40 miles. The bus route contains more unpaved country lanes than any other in Utah.

In 1972, a teacher from an urban area asked to be allowed to form a non-graded, individualized school out of the 1911 structure. All walls possible were removed. Materials from the consolidation of seven other small schools had collected over the years. Much of this outdated material was discarded and the material of value was placed in the middle of the school. From there it was distributed into interest centers or learning areas. All materials were out, available for student use. The school won the AECT--Encyclopedia Britannica award for inservice in the use of media.

The students were tested and assigned work according to their abilities. Using continuums in math and language arts, the students, parents, and teachers know what a student needs to learn. Students work on contracts set up with the help of teachers. The student may select a reward if he/she is successful or give a punishment if not successful.

The students are responsible for their behavior and academic advancement. Glasser's Reality Therapy is used with students who do not have self-control. Students are very aware of the freedoms gained by self-control. Staff members use positive reinforcement which is a miracle worker.

The students of all ages work and play together. It is very much like a family with love and caring an important part of the success of the school. The "magic circle" is a time for planning, sharing good and unpleasant times. It is a time where staff and students have equal rights and all can share in problem solving, and most of all, empathy.

While the philosophy of this school is not higher academic achievement, the students score higher on the standardized test than the district average.

The student government plans special days, keeps contests and activities in motion so that there is always something to look forward to in school.

The staff share and work together in a way that sets an excellent example for students. At Howell School, a person is never--too old, too young, too big, too little, too thin, too fat, too tall, or too short to take part in an activity. Students and staff soon learn their limitations, but they are always free to try.

A new modern school is being built, and it will be interesting to see if there is any effect on the atmosphere of the school as it moves to larger attractive premises.

At Howell School the days are always too short, and it is a dream world of teaching for an urban school teacher.



SEN. C. W. (BILL) HUTCHINS



MS. KATE DENNIS

**THIRD GENERAL SESSION
"STRENGTHENING
RURAL EDUCATION
THROUGH COOPERATIVE ACTION
IN THE 1980's"**

SPEAKER: KERRY NELSON

Utah Small Schools Project Director,
Utah State Department of Education

Dr. Jess asked me to talk about "Strengthening Rural Education Through Cooperative Action in the 80's" and suggested I tell you about what we are doing in Utah with our small school project.

First, let me indicate that I came to your first PURE conference in 1978 as an observer to learn about what you were doing. I enjoyed the conference immensely and learned a great deal, much of which we have used in our project planning. The idea of citizens becoming involved is very powerful.

I started teaching in 1950 when some educators had the feeling that they were the experts and knew all the answers. "Leave the education to us," was the attitude. I don't know about other educators and what they think now but I am convinced and have been so for a long time that we need the help of parents and the public to provide a good education for our children. PURE is a good example of public involvement. It was founded by citizens, and the majority of members are parents and lay citizens.

Utah has had an equalization plan for basic funding of maintenance and operation of all schools for as long as I have been in the education business. This means that the rich districts share in educating students in poor districts. Also, during this thirty-year period, some isolated poor districts have become rich due to the discovery of uranium, gas, oil, tar sands, and the rapid development of the coal industry; and some of the rich districts have lost their tax base and have become poor. I guess the system works adequately, except all my rural experience has been in districts when they were in the "POOR" cycle. I know what it means to try to develop quality education programs with a small budget!

During the middle and late 1960's, the Western States Small Schools Project (WSSSP) gave a shot in the arm to some small schools in Utah (and to four other western states).

Funding was made available to try innovative ideas to improve educational

opportunities for students in small schools. There were schools in these five states involved in some very exciting, innovative programs that could have made a significant contribution to education if they could have continued; however, as the Ford Foundation funding ended, the programs gradually disappeared. (I will talk about some of the reasons for the disappearing later.)

In the early 1970's, educators finally convinced the legislature that per pupil costs in small schools were higher than in larger schools, and that per pupil costs increased rapidly as school enrollments drop to under three hundred per school. As a result, a formula for helping small schools was developed in 1972.

The formula provides some of the needed relief for small elementary schools, K-6, with enrollments of up to 165; and for secondary schools, grades seven through twelve with enrollments of up to 650. The present formula, however, does not provide enough money for adequate staff, materials, equipment, and supplies, especially in small secondary schools with enrollments of less than two hundred students.

After the Ford Foundation funding ended in the early 1970's and the new small school formula was adopted, little was done to coordinate activities from the Utah State Office of Education. In 1978, our State Superintendent responded to the needs expressed by small school's superintendents and principals that something had to be done. He gave me the responsibility to develop a plan for improving small schools, since I had been working with small schools in connection with other assignments.

With the help of a 25-member study group including: lay citizens, local board members, college representatives, superintendents, principals, teachers, regional service center directors, and state office staff, we developed a tentative plan. The plan called for the establishment of a statewide advisory committee made up of representatives from these same groups. It also recommended the appointment of an advocate for small schools on the state office staff.

In March of 1979, State Superintendent, Dr. Walter D. Talbot, appointed a thirty-member state advisory committee. Six months ago, July 1, 1979, I was appointed director of the Utah Small School Project on a half-time basis.

Now let me talk about why we think

the WSSSP and other efforts to improve small schools have not had the long range impact that was expected. Rowan Stutz, former director of the five-state project, Russell Merrell, former Utah State Director, and I have tried to look back to determine what was lacking in these programs. We agree that probably the most important missing link in the process was the involvement of citizens. If we had involved them in the planning process, in the implementation process, and even in the evaluation process, there would have been ownership in the programs. This would have given them the desire to continue promising programs. The movement in Utah and across the country to involve the public in education makes a lot of sense. Look at what you have accomplished with the ownership you have in PURE. The officers and leaders of PURE are parents and other interested citizens and you working with educators. Most organizations have educators as leaders, and they work with parents. YOU HAVE THE OWNERSHIP.

There are other reasons why innovative ideas do not become standard practice. Some are:

1. Reluctance of teachers to try something they are not familiar with or have had no part in the development of.
2. Parents and lay citizens who are not ready to accept anything except the old traditional methods, especially if they do not understand the programs or have not had a part in the planning.
3. Administrators who impose innovations on teachers and communities without proper preparation or a chance to be involved in the planning.
4. Professional jealousy.
5. Leaders of the programs in these schools who have left the school for other jobs.

There are other causes of failure for any departure from the traditional, but most of them are tied in some way to lack of ownership.

In organizing the advisory committee in Utah, we used the involvement process from the very first meeting. The committee developed the goals and recommendations to guide us in our efforts. We took the committee goals and recommendations to the first annual conference on small schools for approval. With some suggested

changes made during this statewide conference, we now are trying to accomplish the tasks outlined in the recommendations.

Here are the four goals we agreed upon, some of the major recommendations, and also how we are trying to reach our goals.

GOAL NO. 1

Make available to all students the curriculum programs, equipment, materials, and facilities necessary to provide the varied experiences which give students an equal opportunity for a quality education.

Some of the recommendations under this goal are:

1. Develop an "IDEA BANK" or "RESOURCE BANK." We just received approval for a \$30,000 project to collect "ideas that work" in education. We will be able to get ideas from Utah and other states, and they will be used in Utah and also placed in the ERIC retrieval system.
2. Identify and develop "MODEL" small schools and exemplary programs to illustrate "HOW TO" ideas. Kate Dennis made a presentation of Howell Elementary school, which is one we have selected.
3. Conduct new studies to determine the quality and quantity of education in small schools. We are adding the small six-year high schools with enrollments of less than 150 to the list of schools to be studied in depth this year. This will give us a better measure than we have had in determining the actual needs of small isolated schools.
4. Provide for more flexibility in certification of teachers for rural small schools. We are now studying this problem to determine just what the needs are in certification for small schools and the kind of flexibility we need.

GOAL NO. 2

Make maximum use of school and community resources at the local, regional, and state levels to broaden the curriculum in small schools, increase educational opportunities and thereby better meet the needs of individual students in all areas of academic and social growth.

Recommendations are:

1. Increase communication and cooper-

ation between state, local, regional centers, teacher training institutions and other agencies involved with small schools.

2. Pass the "latest word" in research on to others interested in small school improvement.
3. Make available grants of money to schools and individual teachers to develop creative, innovative ideas to improve the quality of education and then share these ideas with other small schools.
4. Through a coordinated approach at the local, regional, and state levels, involving a variety of agencies and institutions, identify potential resources to assist small schools and establish systems for access and dissemination at the local level. These systems should be developed to serve the needs of teachers, administrators, and interested lay citizens, and not for the convenience of the university, or other providers of the resource--make it fit!

Identifying potential resources had been used in several districts for two or three years. The practice of conducting a community resource survey had worked and the practice is spreading.

Looking at all potential resources that can be used in small schools is of vital importance. When we start "brain storming" ways to get help, the results are surprising, as you have shown in what PURE has accomplished in three short years.

Regional Service Centers need to identify resources on a regional level, and the State Office of Education must do this on a state level. It is anticipated that the \$30,000 project will accomplish this recommendation.

GOAL NO. 3

Develop greater community involvement and support for the purpose of bringing about a closer working relationship between the home, the school, and the community.

Recommendations are:

1. Develop alternatives and provide technical assistance to small schools in implementing systems and procedures for bringing teachers, parents, and students together to engage in individual education planning--planning that will lead to a cooperative effort

between the home, the school, and the community in meeting the individual needs of students.

This is a major effort in Utah in large and small schools. The State Board of Education now requires each student in grades seven to twelve to have an educational plan. This plan is developed with the student, parent, and teacher working together to try to design a program of education that fits the particular needs of that student. This recommendation is being implemented in all small secondary schools and in many elementary schools, even though it is not required in grades one to six. It is just a good idea.

2. Provide technical assistance to districts with small schools in the skills, techniques, and strategies for achieving meaningful community involvement in the education decision-making process.

By allowing the community to get involved in the decision-making process in a valid way, we provide another opportunity for ownership. Advisory committees and I emphasize "advisory" in each school and each district can be an asset to the board, superintendent, principals, and teachers. An advisory committee should not, however, be a manipulation tool for administrators.

We have about one half of our small districts that have some kind of advisory committee to assist them and most of the others are seriously contemplating starting the practice. There is a reluctance, however, on the part of some boards and superintendents to not allow advisory committees, because they fear they could replace the board. This can be a problem if the ground rules are not well established. Advisory means advisory, not policymaking. This can be handled with open, honest communication on a continual basis.

3. Establish a small school's communication network to provide for a better flow of information between small schools, communities, SEA, teacher-training institutions, and regional service centers.
4. State associations such as the

elementary and secondary principals' association and the PTA should be encouraged to focus their attention on the needs of small schools and to find appropriate ways to address those needs. After a considerable amount of discussion at the conference, the group decided that we already have many organizations and that we should try to work with existing organizations such as the PTA, secondary principals, elementary principals, State School Board Association, superintendents organizations, and others.

GOAL NO. 4

Develop strong preservice and inservice education programs that will produce competent teachers and administrators who can function well personally and professionally living and working in rural communities.

Recommendations are:

1. Develop and implement a process for identifying students interested in teaching in rural Utah. We are working with high school counselors, junior college representatives and the teacher training institutions to help us with early identification of students interested in teaching in rural small schools. They are receptive to the idea and will help as soon as we complete the total plan for teacher preparation.
2. Determine needs of potential teachers in small schools and design preservice training that deals with small school characteristics, needs, problems, and strengths. Teacher training institutions in Utah (six colleges and universities) are all willing to work with us to determine what kind of teacher is needed in small rural schools and are willing to help modify their training programs to produce that kind of teacher.
3. Provide more practical and convenient inservice training based on teacher and schools needs that will prepare teachers to better meet the demands of teaching in small schools. We are searching for methods of providing this kind of service. We presently have at least four col-

leges and universities that take inservice programs to regional centers. As an example, Utah State University sends five or six staff members by plane 300 miles to eastern Utah once a week to teach afternoon and evening classes to rural teachers.

We are faced with distances in Utah that boggle the mind. Can you visualize Indian students in the largest geographic school district in the U.S. walking two to four miles, riding a pickup truck for 22 miles over dirt roads, then a bus for an additional 60 miles each way to attend school? This gives you some idea of the problems of trying to provide inservice to the local areas. If we get enough people working on the problem, and they try hard enough, we will succeed.

Ivan Muse, of BYU, reported a recent study in the November-December PURE Newsletter about teachers in rural schools. Among the interesting results were some specific data that illustrates what we are trying to do.

- A. Most teachers in rural schools come from rural schools.
 - B. Sixty-three percent felt they needed special preservice programs to better prepare them for teaching in rural schools.
 - C. Inservice programs are not meeting their needs.
4. Teacher training institutions should develop the capability to provide preservice and inservice training programs to local communities for the purpose of training local citizens to become teachers, aides and to hold other positions in education.
 5. Develop strong preservice and inservice education programs that will produce competent teachers and administrators who can function well personally and professionally living and working in rural communities.

Last summer at our conference our State Superintendent said we should be spending double the present 4.5 million on small schools.

One of the conference resolutions was to study the small school formula to see if it is accomplishing the intent of the legislation. In all of our study, we de-

terminated that we needed the amount the State Superintendent asked for in his annual budget (about \$9 million). There also needed to be additional funds to the smallest of the small schools which meant an adjustment in the formula. We altered the formula and made a presentation to the legislative committee on public education. The funding remained the same, but we did get them started thinking

about the changes needed in small school funding. We hope to do better next year. We need to show people on the local level how to become involved in a productive way--to unite in groups large enough to convince the general public and legislators of the seriousness of the problems facing rural small schools. You have a model -- KEEP WORKING TOWARD THE GOALS YOU HAVE ADOPTED.



SPEAKER KERRY NELSON

THIRD GENERAL SESSION
"COMMUNITY SCHOOLS VERSUS
CONSOLIDATION IN THE 80's"
SPEAKER: DR. TIMOTHY WEAVER

Boston University

1. Introduction

I will be relying in this presentation on 2 primary sources of information:

- a. A longitudinal study of school consolidation in West Virginia (see attachments).
- b. My contributions and those of others--most notably Jonathan Sher, Rachel Tompkins and Stuart Rosenfeld--in a book we wrote about the myths of rural school consolidation. The book is entitled Education in Rural America, published by Westview Press, 1977.

1. Preston County, W.VA. - Background

Let me briefly describe the case in West Virginia. Preston County is rural and poor. It has undergone a series of contentious efforts to consolidate going back to 1965. With state assistance three high schools were closed in 1977. In the meantime, an anticonsolidation board was elected; and this Board attempted to reverse the process. The State Board rejected their plan. They moved to reopen a school anyway and were enjoined by the Court. A motion to dismiss has not been heard.

Keep in mind the following facts (see Appendix IV for details):

- a. W.VA. schools are organized on a county-wide basis: in Preston County eight major towns are included--ranging in size from 500 to 2,500 people.
- b. Total school census is about 6,000 for Grades K-12.
- c. Currently, there are five high schools (three are consolidated) ranging in size from 122 to 758 pupils:
East High School: 523 pupils, grades 7-12 (consolidated school)
Central High School: 758 pupils, grades 9-12 (consolidated school)
West High School: 433 pupils, grades 9-12 (consolidated school)
Rowlesburg High School: 122 pupils, grades 9-12 (community school)
Bruceton High School: 189 pupils, grades 9-12 (community school)
- d. W.VA. school aid formula heavily subsidizes poor counties at the expense of rich counties.

- e. Preston County's total school budget contains less than 25 percent of local monies.
- f. Per pupil expense is about \$1,800 at the high school level.
- g. State pays for 80 percent of transportation.
- h. State pays full salaries of teachers hired under an incentive plan to bring county student/teacher ratio in line with state average. Preston County has hired 29 such teachers since 1975 with state funds, and out of its own local funds has hired 1.17 teachers.
- i. Travel distances to the consolidated schools range from 16 to 20 miles, but over very dangerous mountain roads--often school buses compete with coal trucks for right of way (distances cited are after the kids are first shuttled from home to a pick-up area).
- j. Average travel time:
 - (1) About one-third of students in grades 9-12 ride the bus more than 60 minutes to school each way.
 - (2) About one-fourth of students in grades 7-8 ride the bus more than 60 minutes to school each way.
- k. Distribution of income:
 - (1) Economically and politically, Preston County is organized around the court house.
 - (2) Quite literally, the closer the proximity to the county seat, the higher the income and education level and population density.
 - (3) Outlying towns and villages are the poorest--children from these areas ride the greatest distances to school (the three closed schools were in outlying areas).
1. Consolidation in Preston County means "school merger"--closing one "main street" school in a small town and sending its students to another main street school in another town, a concept rather akin to "pillaging"--quite literally the raiding of one community's resources by another.

In 1975, while teaching at Boston University, I worked as a volunteer with a group of parents in Preston County for two years attempting to present to the local and State Boards of Education a ra-

tional counter-argument to consolidation together with an alternative plan--a shared services concept (final report attached, see Appendix (V)).

I want to briefly summarize the counter-arguments contained in that report and presented to the local Board, prior to its voting to consolidate:

a. Consolidated schools promise more variety in the curriculum but proportionately fewer students can participate.

b. The opportunities for leadership and responsibility in the extracurricular activities of the consolidated school are substantially less than those of the smaller local school.

c. The opportunities for development of self-concept and sense of control over the environment are substantially less than those of the smaller local school.

d. These attitudes (in c.) are essential in the learning process as shown in the major study by James S. Coleman.

e. Removal of the small town high school is crippling, more so than closing one of the city schools, because of the intricate and delicate social interdependencies of the small town; removal of the school is destructive to the community.

f. It has been shown in numerous past and recent studies that family and community are far more important in the learning process than anything schools can do; thus, preservation of community should be the goal of educators and boards of education in W.VA.

g. Specialized curricula in the larger consolidated schools are available to a proportionately small number of children who then form a small elite circle and dominate opportunities for performance and experiences otherwise fully participated in by many students in the smaller schools.

h. Given the wider variety in curriculum, more specialist teachers, and generally higher levels of expenditure by larger schools, proponents of consolidation argue that the quality of education is improved; in fact, several studies show negative effects of larger schools; few of the studies show any positive benefits regarding achievement, attitudes or college success, net the effects of home and family.

i. School size is negatively related to achievement results and the effects are most pronounced for disadvantaged learners, net the effects of home and community; no recent study could be found that showed positive effects of school

size, independent of home and community influence.

j. Class size is negatively related to achievement results and the effects are most pronounced for disadvantaged learners; this is a relevant point because rural small schools (including those in Preston County) in many cases have substantially smaller class size.

k. Performance in college is not enhanced by attendance at larger consolidated school systems; as shown by Dr. Richard Raymond in W.Va., there is a negative relationship between degree of consolidation of the county systems and student performance in the freshman year at WVU, independent of the effects of home and community.

l. Consolidation in Preston County will be no more efficient in terms of dollars spent or in administrative agreements than the present system due (a) to greatly increased transportation costs, (b) the confusion in feeder patterns demanded by the complex busing schedules, and (c) no savings in professional staff and only minor savings in maintenance and support personnel.

m. The trade-off in achieving busing and consolidation in Preston County is to sacrifice sound educational practice by such means as requiring five-year olds to attend school all day--a new practice proposed in the plan to save money for transportation required in the consolidation of high schools.

n. For students in outlying areas, commuting times between home and school will exceed 1½ hours; without question these children will be unable to compete effectively in the academic program when present, which will be infrequent in the severe Preston County winter; they will be unable to participate at all in essential extra-curricular activities such as dramatics, clubs, journalism, and athletics which require after-school time.

o. The burden of this liability (in p.) is prima facie disequitable; it is clearly the case that the burden of the longest travel and poorest school opportunities will be placed on the County's most disadvantaged families--those who now live farthest from libraries and other opportunities for community-based learning outside of the schools which are presently close by; these families are also the poorest economically, and are thus the people least able to make up for the loss of opportunity in school.

Two years after consolidation, I was

hired as a consultant by the new anti-consolidation board to evaluate the effects of two years of consolidation in Preston County (final report attached). In brief, we found the following:

a. The consolidated schools offered 40 courses new to students previously attending those schools prior to consolidation, and 76 courses new to students whose schools were closed and who were reassigned to consolidated schools.

b. In 48 of the 76 new courses, only 1 or 0 students from reassigned areas were enrolled--the new specialized courses were in fact dominated by the students from communities unaffected by reassignment.

c. The average size of the specialized courses was 16 pupils or less, while basic course enrollments rose to 30; in effect, a small group of students unaffected by reassignment benefited from the specialized curriculum at the expense of enlarging class sizes in the basic courses.

d. Participation in extra-curricular activities dropped precipitously for students from closed schools--a total decrease of 62 percent in the number of participations per student--participation went up for non-reassigned students by 18 percent; students in the two small schools unaffected by consolidation showed participation gains of 22 percent over the two-year period.

e. School performance, as measured by cumulative GPA, showed that boys from outlying areas had very substantially lower GPA's than aptitudes or grading standards would have predicted--girls from one of those areas showed a similar pattern, but girls were not generally as adversely affected (data on GPA included in attached report, Appendix II).

f. Using the CTBS scores for the year before and after consolidation, we found the following (see Appendix II, attached report):

1. The students who attended a school consolidated in 1956, but were not reassigned when it was expanded in 1977, and who also attended a consolidated junior high, had the next to lowest achievement gains among 11th graders.
2. Students attending one of the two small schools, not affected by consolidation, had the highest achievement gains in the county.

g. With regard to efficiency, we found the following:

1. The estimated operating costs of the largest consolidated school (708 students) were actually about \$30,000 more than costs would have been had the two schools not merged--and had comparable programs been offered in two separate schools. As it is, this school we discovered was barely adequate to house 400 students according to our evaluation standards, but had been crowded with over 700 pupils.
2. For the three consolidated schools, the estimated savings in professional staffing, as compared to the schools with comparable programs was about \$129,288, but the offsetting expense in and additional 115,000 miles of busing was about \$109,730.
3. Our estimate is that the six-school program would cost about 1 percent more than the three-school program (a difference of about \$40,452--out of a budget of \$4 million).

Summary of Findings

With regard to students whose schools were closed and reassigned to distant schools, these students did not learn more than would have been expected had they stayed in their own schools. Indeed, they may have learned less. Reassigned students virtually stopped participating in extracurricular activities, failed to be attracted to new courses, dropped out and transferred out in greater numbers, showed significant deterioration in their high school record (particularly boys' GPA), and failed to participate in vocational studies. Other than that, their school experience was a good one. Students already attending schools that were consolidated and remained open learned no more than would have been expected before consolidation, but did not show the other debilitating effects. Participation in extracurricular activities went up. Participation in new courses was predominantly and in many cases entirely from this group, and drop-out rates did not change although retention rate worsened. High school records improved and more enrolled in vocational studies.

In short, for reassigned students whose schools closed, consolidation was

harmful under almost any definition of education.

Conclusions

These basic findings are consistent with two decades of research showing either no significant relationship between school size and achievement, or showing negative relationships, after the effects of family are removed. James Coleman's work is illustrative. Coleman (1966) found negative relationships between size of 12th grade and verbal achievement and found that comprehensiveness of curriculum (number of courses) is simply not a significant factor in high school achievement.

He concludes:

Differences in school facilities and curriculum (including comprehensiveness of curriculum) which are the major variables by which attempts are made to improve schools are so little related to achievement levels of students that, with few exceptions, their effects fail to appear even in a survey of this magnitude.

One is led to conclude that some schools simply produce better results than others, but the factors which explain those differences have virtually nothing to do with school size. The differences have a great deal to do with student aptitude, family background, and perhaps the manner and intensity with which individual teachers conduct their lessons, but these conditions are wholly separate and independent of the community schools versus consolidation argument (except for the intensity of teaching, which may favor smaller schools with smaller classes).

As I have found in Preston County, and researchers have found elsewhere, achievement gains cannot be attributed to consolidation. Therefore, it simply does not make sense to argue that a retreat from consolidation would harm students. Indeed, if reorganization could capture and reproduce the factors that make one of the small schools in Preston County the most successful in that district, then it could be argued that de-consolidation not only would be "harmless" but actually promises better results. This conclusion is wholly consistent with the research findings cited earlier.

Why has consolidation in rural America continued, in the face of staunch opposition from its alleged beneficiaries, and despite evidence and experience that

refute the "rational" arguments for it? The theorized economics and efficiencies have not in fact materialized--as Sher and Tompkins point out in Education in Rural America--and I show in my work in West Virginia. The efficiency argument was often used in Preston County, most recently by State Superintendent Roy Truby in defending his recommendation to continue consolidation in Preston County.

In many respects, this is the most important argument pro-consolidationists have. However, it is clear that those making this argument in W.Va. were economically uninformed. The economic argument was simply not a relevant argument in Preston County. The consolidation plans that were politically feasible and geographically possible would not have had enlarged school size enough to have any major gains in efficiency. Any gains that were obvious were more than offset by much higher transportation costs. Given those factors, the economic consideration was minimal, but yet was consistently made and still continues to be made.

The academic performance and life chances of students in consolidated schools have not demonstrably surpassed those of small community school (exclusive of I.Q. and family background). In preparing Education in Rural America, and in researching the literature for my work in West Virginia, Sher, Tompkins and I could not find a single recent controlled study which records a consistent correlation between school size and achievement, net the effects of I.Q. and social class.

Of ten additional studies on school size and college performance, one showed negative effects, six showed no effects, and three showed relatively minor positive effects (which washed out after freshman year). Stuart Rosenfeld's study of school size and college attendance in Vermont, also reported in Education in Rural America, shows no particular effect of school size after family background has been accounted for.

Why then does school consolidation continue to be even debated, to say nothing of strongly advocated?

First, I believe that school consolidation in many rural areas is simply a rip-off of the poor. It has placed the major burden of long-distance travel, school readjustment, and school failure on the rural poor and has served the interest of the middle class. This is not

simply the result of fate, but rather reflects the cumulative result of policy decisions that systematically discriminate against the poor.

Secondly, I believe that the justification for these policies is merely camouflage. Two decades of research have begun to seriously erode the old beliefs about effects of resource differences on achievement. Once family background and aptitudes are controlled, school inputs explain embarrassingly little of the achievement differences between schools. If we modify the input side of the school equation, but find output is little changed, then the dominant arguments for consolidation are called immediately into question. If more subjects, bigger and newer buildings, or more specialists make little difference, independent of family and aptitude, why then disrupt families and communities by closing small schools?

To argue that the answer is blatantly political and class biases, as I do, is a direct affront to our idealistic notions of a classless society, and that view of society is nowhere more cherished than in rural America. Rural sociologists have consistently noted the discrepancy between the fact of social and economic stratification in rural communities and its acknowledgment by rural citizens.

In my opinion, it is a necessary first step in political action to acknowledge that you are being ripped off, in this case to acknowledge class interests exist and are intricately woven into the decisions on school closings. The illusion of a classless society serves the interests of the middle and upper classes by preserving the status quo, by masking underlying class conflicts and inequities and by discouraging the implicit recognition of class discrimination.

Before going further with this, I think it is extremely important to point out that while class conflict is very clear in the work I am doing in rural education, it most assuredly does not explain all outcomes of consolidation.

What may be true in this work does not explain the spectre of emotional conflict in today's suburban school systems between groups of middle class educators and their equally middle class constituencies, and it may not explain consolidation efforts in affluent farming areas in Iowa. School closings in suburban communities due to enrollment decline have been mostly confined to primary schools but these decisions have produced just as

much dissension, ill-feelings and many of the same arguments regarding efficiency versus intimacy of small local schools. In some cases, class bias is evident. Older schools in urban and suburban working class neighborhoods, neglected for years and unfit for children, are the first to be closed when enrollments decline. These children then have to be bused out to the newer and new partially empty schools built for the once expanding middle class suburbs.

But the debate in Lexington, Massachusetts, regarding a school committee decision to close three elementary schools and reassign students to larger schools, pitted the school committee and its superintendent against an aroused and well-versed parent group headed by a child psychiatrist, an educational consultant, and a university professor. The small school supporters brought forward a 300 page report with sophisticated research evidence supporting small schools, now published as a book. The parents lost, but neither party can face the other now without rancor-- more than two years after the fact.

This is not a reflection of the validity of the class explanation in rural education. It is simply to say such an explanation is not encompassing. However, it is clearly the case that rural school consolidation has rarely, if ever, been initiated or supported by rural, predominately working class or farm people, especially when consolidation means loss of the community high school. But it also is the case that under such conditions (loss of school) middle class professional parents do not support consolidation either--as I found out in Lexington, Massachusetts and Preston County, West Virginia. It is just rarely the case that middle class parents are on the losing end. The social class makeup of school boards--state and local--should tell us why.

What do factions opposing school closings, as disparate as W.Va. and Lexington, have in common? They have in common an instinctive parental protection interest. My analysis of voter precinct data in W.Va. reveals that actual opposition to school closings cuts across class lines (see attached paper, Appendix III). Using multi-variant analysis, I found that education and income correlated positively with support for consolidation, but that is misleading because school closings were proposed in the predomi-

nantly poorer communities. When the distance a child would have to travel to a proposed school is entered into the equation, all other variables are washed out. Social class did not explain support for consolidation when separation of parent and child was considered, and immediate loss of a school was at stake.

Values

The distinctions provided by large and small schools have more than symbolic meaning. These distinctions in values, embedded in large and small schools, are extremely important in preparing people for the labor hierarchy. Social cohesion is essential for collective action and survival of the working class. Social distance, as reinforced by individual achievement and credentials, is necessary for the development of a managerial class. The differentiation function of the larger school works to the advantage of the middle class, but it works well only if there are large numbers to be differentiated and if there is a lower group--much as a pecking order works only when there is someone to peck.

As society becomes more specialized and differentiated, it calls for institutions which can prepare people accordingly. When a community becomes transformed economically into a more complex system, so too will its schools. It seems inevitable that this will work on a regional basis as well as at the community level. These are extremely important driving forces behind consolidation.

While more research of the kind I am doing is desperately needed and is useful as long-term strategy to debunk old myths and begin to provide a new base for reshaping rural educational policy, more research will not alone bring a desired change.

One of two solutions is inevitable:

- a. Capitulation of one side, political victory for the other, or
- b. political compromise.

I predict neither capitulation nor compromise in the decade ahead. The stakes are simply too high. They have to do with fundamental values.

In states with strong state regulatory powers, and financial dependency at the local level, such as W.Va., a grass-roots political victory at the local level is illusory. It is a necessary condition for gaining access to local power, lifting the rock so to speak, but it is insufficient because the critical deci-

sion point will simply shift to the state level. Once a grass-roots school group takes control of the local Board, the most likely event is for proponents to shift the battleground to the state level where a different form of political influence is needed.

Reversal of the press toward consolidation will prove to be difficult. For those mindful of history, the enormous drive toward operationalizing educational power at the state level is long-term and coincides with historical arguments to build a system of comprehensive high schools in the period between the two world wars. The result was astounding growth of secondary education in America and a permanent shift of funding of local schools from local sources to state sources--a shift from less than 20 percent state support to more than 40 percent during that period. In the interim, the high school graduation rate rose from less than 10 percent of the eligible cohort to almost 50 percent by the end of World War II.

The increase in Federal financial aid has, if anything, strengthened the centering of financial and regulatory control at the state level by enlarging an already sizable, insulated bureaucracy of professional educationists impervious to populist control.

My utterly dismal forecast is that this condition will strengthen in the decade ahead. These bureaucracies are really sleeping giants with much more residual power than they actually exercise. The tendency toward consolidation and centering of power will be stronger in the 1980's for the following reasons:

- a. The emergence of state supreme court decisions that place greater responsibility and authority at the state level to effect "thorough and efficient" school systems (Pauley and Cahill) and to create more equitable resource allocation both of which may force for more consolidation.
- b. The coincidental forces of economy and demography are diminishing demand for educational services and at the same time creating new competition for the public dollars. Secondary schools, unaffected by enrollment declines in the 1970's, will undergo rapid decline in the 1980's. The population of 14-17 year olds nationwide will fall about 25 percent. In the rural

midwest, and in other places, declines of 50 percent are expected. The elementary population will begin to grow again in the mid 1980s constituting another source of competition for school funds.

Decentralized management is a luxury of growth. As Henry Morgan, Dean of Boston University School of Management, has observed, public school management has typically followed the tendencies of business management and when growth seemed inevitable, the tendency in business and in schools was to involve lots of people to discover new needs. Decline produced the opposite effect--authoritarian decisionmaking, more centralization of resources, diminished participation in decisions, retrenchment, growth at the

center, and collectivity--the cohabitor of decline. The likelihood is for the interests of efficiency and economy to push even more strongly for consolidation in the 1980's.

My guess is that the balance of opposing forces will shift with community groups organizing more effectively at the local level, perhaps winning some victories there, but conceding more power at the state level where more and more decisions will be made.

Unless community school forces can find a way of manipulating the policy beyond community levels, they are likely to be unsuccessful in shaping education along the lines compatible with their values.



SPEAKER
DR. TIMOTHY WEAVER



**BANQUET ADDRESS
"MAKING RURAL CONCERNS
INTO FEDERAL CONCERNS"**

SPEAKER: DR. THOMAS MINTER

Deputy Commissioner, Bureau of Elementary
and Secondary Education, Washington D. C.

I am happy to have the opportunity to talk to you about rural education and survival in the 80's. It is an important concern of yours and now of mine.

Until recently, I was not even aware that schools of your small size existed. I grew up in large schools in the east. The numbers I was familiar with for enrollment for elementary school were 1,000, 1,700 for jr. high, and 2,500-3,000 for the average high school. The smallest school district I ever worked in had 1,600 pupils; and at that time, I considered that really small!

It was not until I got to Washington D.C. that I found out what is meant by small schools. In Alaska, for instance, there are only 120 school districts, with one district having fewer than 60 youngsters. The districts are small because a law was passed stating the children cannot be bussed long distances in that huge state. I have come to realize that there are many small schools across the United States, that they are alive, they are well, and they are turning out well-educated, well-adjusted people. Proof of this is in what we have seen in the fine entertainment here tonight.

Although we read about how public education is failing and about vandalism, violence, and drugs among our youth, they are by no means in the majority. If they were, we would be living in an anarchy; and I do not think any of us sense that. As I move around the country, I enjoy knowing and bearing witness to the fact that public education is alive and well. I do not forget that we have a large private sector in the United States also. It is part of our diversity, our pluralism. We can work together and live together with different ideals and creeds. I am very pleased, as a person who has grown up with urban education, to be known as a friend and supporter of rural education. It is my job to be supportive of all children and their parents and of everyone interested in education in the United States.

I want to tell you what we have done in Washington D.C. since we have become

aware there is a problem for rural education. The President has recognized the legitimacy of the rural population's concern that rural schools and communities may not be getting their fair share of the Federal dollar. In his pre-Christmas December 20, 1979, policy statement, President Carter announced the "Small Community and Rural Development Policy". He said, "Building on the many rural initiatives launched in the past two and one-half years, this policy provides a clear purpose and a clear program of action for addressing important small community and rural needs, and for making the profound demographic and economic changes that are taking place in rural America." I am sure PURE has much to do with the motivation, tone, and substance of that rural policy. I am personally looking forward to being a part of the implementation of that policy by the present Bureau of Elementary and Secondary Education, soon to become the Office of Elementary and Secondary Education. I look forward to consulting with Dr. Jess and Joyce Osure in the year ahead as we put flesh on this landmark policy.

In his announcement, the President recognized the HEW efforts of the last year to develop a rural agenda in cooperation with the Department of Agriculture, and with other rural organizations. The President specifically highlighted our Bureau's beginning efforts to examine our regulations and to see how they might be modified, if necessary, to better respond to rural needs. I will be using that rural agenda of 28 grassroots recommendations to guide our studies for our policies. The National Institute of Education has funded a research team to conduct a review of our regulations in cooperation with our program personnel. I am giving the findings of the study the highest priority, and I do intend to do everything within my power to remedy any inequities identified by the study.

The President's policy statement on rural education directs each department to designate a rural advocate within the agency to act as a point of contact for small community and rural leaders seeking information and assistance. The contact person in the Office of Education is Dr. Norm Hern.

Last year, we also funded ten regional round tables on rural education concerns. More than 200 people involved in and interested in rural education in many

ways came to convenient sites and testified about their rural needs. Altogether, more than 500 people responded to a voluntary survey of how they felt about the 28 recommendations developed by the National Rural Seminar held last May. They told us how they felt, in no uncertain terms, about the Federal government and what they want and do not want the Federal government to do for them. Some of the things I have especially made note of are:

1. You want a fair share of the Federal education dollar. It calls for examining Federal financing formulas and other funding mechanisms to insure local flexibility if funds are provided. We will do this.
2. You want research that is responsive to rural concerns. You ask to be involved in any consideration of research topics on rural education, both in choosing the topics and in collecting the data.
3. You would like additional financial support for transportation, for facilities and ways of getting educational services to rural schools that take into account distances and sparsity.
4. You want flexibility. You need to be able to put together funds from the many Federal sources in a manner that will make a difference according to locally determined priorities. This will require exemptions from some of the congressional stipulations and formulas. We will look into this. We cannot promise anything, but with more inter-agency cooperation, something should be able to be worked out.
5. You want to be in the information stream in a manner that will offset the disadvantages of isolation so you have a fair shot at funding opportunities and can communicate with your fellow rural colleagues on common problems. We are now working with the American Association of School Administrators in their project of developing a network of small schools.
6. You ask for new kinds of vocational related educational opportunities in rural areas. You ask for the kind of programs that do not encourage your youth to leave the community. You want the recognition that rural occupations are

more than farming. Our Bureau of Vocational and Technical Education is giving this concern careful consideration.

Throughout the discussions on the nature of rural concerns, several common threads kept surfacing. We have heard several times concerns about what rural seminar participants termed "special populations". These populations refer to the special problems of the handicapped, disadvantaged, minorities, and women. In the rural areas, the sparsity and isolation factors compound the problems of providing services. We will be particularly alert to see that these concerns are addressed in elementary and secondary schools as they are affected by Federal programs in this administration.

I have been visited by Jonathan Sher and Dr. Jess who told me that little was being done about the rural problems. They have done much to educate me. A letter Dr. Jess sent to me describes very well, I believe, the reasons for the past neglect. He states:

I am certain that what has happened over the years was not intentional. It has been an unforeseen consequence of centralized bureaucracy and the fact that few persons with rural expertise and knowledge have positions that would allow a rural influence in educational policy development. This, coupled with the distance of government officials from rural life experiences, has caused ~~this~~ natural phenomenon to exist. It is now our responsibility to correct what years have taken to create.

I think the tone of the letter is correct. The neglect has not been intentional, but a natural response of the government to the shift of people to cities after WWI and WWII. But now, the shift is moving back, and rural education is again being recognized.

One of the things government officials can do to work for rural education is to eliminate any criteria in regulations that discriminate against small rural schools. We can also make sure we have accurate information and data on small schools, especially since there is currently no information available on schools below 300 enrollment. We know these problems exist, and we are working on them.

The Federal government should not and cannot run education in the individual states. This is the role of the state department of education. There does, how-

ever, need to be a partnership between the state and Federal levels. Most of the financial support for education goes through the state departments to distribute. We will do everything we can to make sure the Federal grant cycles match the school budget cycles so the funds will arrive in a timely and useful fashion. Finally, we will go beyond the minimum requirements of the law to see to it, and to urge that local people--parents, teachers, and all interested citizens--are involved realistically in advisory capacities to insure input into educational programs.

The worth of the small rural schools and the small rural communities of this nation cannot be underestimated. I cer-

tainly support the President in his declaration that "rural Americans have extraordinary creativity, dedication, and perseverance", and that the role of the Federal government should be to encourage and support the resources and resourcefulness of the rural Americans. We need to be partners with the local leaders. We are not going to miss the opportunity in Washington to help you realize your opportunities. Because of my basic commitment to equity, I find myself supporting your cause. It is not because your children are rural children, but because they are children in need. This is my profession, and this is my commitment to you.



DR. JESS INTRODUCING DR. MINTER



DR. THOMAS MINTER

**CLOSING SESSION
"RURAL EDUCATION: SURVIVAL
IN THE 80's -- CONGRESSIONAL
POINTS OF VIEW"**

**SPEAKER: CONGRESSMAN
CHARLES GRASSLEY**

All the years I was in the state legislature, particularly those four years I served as the chairman of the Education Committee, I longed for an organization such as the one I know PURE is now. An organization speaking for the needs of rural America, speaking for the needs of education in rural America and defending what is good about American education--the small school, where individual attention can be received and quality education is at its highest. There wasn't such an organization. I guess we were struggling along, as legislators fighting the massive efforts to reorganize the state of Iowa. I am somewhat jealous of the legislators today who have the help of an organization like PURE in helping the causes of education in Iowa in their efforts to discount the belief that small is not quality. I do not believe that, and neither do you; but the fact that there is an advocate organization outside the general assembly, outside of other organizations that may have an interest in education, makes the job of seeing that there is a fair educational policy in rural Iowa accomplished. I want to thank your organization for its existence. I have become well acquainted with its leaders, and I know they work hard for those goals you and I believe in. I am glad that now that I am in Congress, I have an opportunity to work with an organization like yours.

I was asked to speak this morning on rural education in the 80's, "A Congressional Point of View." I always caution myself when looking ahead, so in my remarks I find myself not looking ahead very far. A problem with looking toward the future is that one may tend to make things rosier than they are. On the other hand, we have seen trends throughout the 70's, both at the state and Congressional levels, of things that indicate a reversal in attitude toward consolidation--people from the metropolitan areas and from the profession of education were trying to make twenty years ago. Now, some city schools are thinking in terms of making their units smaller.

As a person from a little school--New

Hartford, Iowa (where there was always a Grassley enrolled from 1928-1977), I know the value of small schools. We enrolled our children in a larger school in Virginia when I was elected to Congress. The quality of the larger school is no better than New Hartford's; and, in a larger unit, a great deal of individuality is lost. I have seen it from both sides; and as a parent and a legislator, I believe in small schools.

A national seminar on rural education was recently held in Maryland. A quote from their report states "The Federal government's educational programs have often been characterized by neglect of problems of rural education. The Federal government's commitment to equity for all children should mean that discrimination based upon place of resident and sparsity of population will no longer be tolerated. In addition, rural schools have a unique contribution to make to the solution of the nation's educational problems. Now that the difficulties of providing high-quality education in the very large comprehensive schools are increasingly apparent, the nation needs the knowledge of how to have more effective education in smaller, more humane units." Coming from a report that involves Federal money, that is quite a testimony to the place of rural schools in America and the admittance and acknowledgment of their contributions to American Society.

The change in attitude toward rural schools is apparent by the discontinuation of such plans as the Great Plains Study. In addition, studies for the National Center for Educational Statistics show that the trend toward consolidation has ended. Also, the fact that the director of the National Association of Secondary Principals testified before the Educational Labor Committee of the House of Representatives that there appears to be a backlash against consolidation ought to signify that it is not only in our home state. It is in the direct testimony from people on the national scene that the direction and efforts of the past have not only failed, but they are seen now as a detraction from the accomplishments American education can bring to our American society. It is also an admittance to the vastness of America and to the great heterogeneity of our population. There is not one mold that can be poured in this nation for all education and for all people.

The significance of this national seminar on rural education is that quite obviously there is a growing awareness of rural education, its problems and its possibilities. This awareness has also shown itself in Congress where testimony is being heard more and more from proponents of rural education. But there are always people heard from on the other side who believe that American education can be poured from one mold, that the great extent of our geography can be overlooked, and who want more educational policy to come from Washington D.C. That is an effort we will always have to ward off. They want to forget the historically limited role the Federal government has played in education. That limited role is an important one and a vital one, but we must be careful to limit this Federal role to areas of legitimate national concern. Local control of education and educational programs is not just a tradition, it is an imperative to the health of the American educational system.

In that regard, I see the establishment of the new cabinet level Department of Education as a mistake. I believe that a look at any agency will show the agencies try to extend their powers beyond what was intended by the Congress. Such an extension of Federal control in the area of education will only serve to weaken the system by undercutting local control. There are unique problems and possibilities for this new department. They must deal with unequal Federal funding, neglect of unique needs of rural education, and no real knowledge of rural education in many areas of the Federal government. There is no mechanism to see whether the needs of rural education are being met by current Federal programs. The aid structure makes no provisions for rural education. The National Center for Educational Statistics publishes a document called the "Conditions of Education". This document purports to provide a comprehensive overview of any aspects of American education, yet rural education is specifically excluded from the report. The U.S. Office of Education distributes over 135 titles, yet none of them are on rural education. The Office of Assistant Secretary for Education supported a range of studies on educational policies and finance. To date, however, only one rural education study has been financed.

Congress has shown neglect as well.

The most recent time was when the Office of Education Act was passed. It came out of the joint House-Senate Conference Committee without the amendment I offered--to assign someone in the new department the responsibility of rural education. There is not a widely spread understanding in Congress of why we are trying to bring focus and visibility to the problems of rural education. There is a sensitivity of a few individuals, but bringing together the power and forces to get someone in the position of real authority to admit we ought to do something is very difficult. The very diversity of rural education is perhaps its greatest asset, but it also works against it. It is almost impossible to fit rural education into a simple neat category--a fact which makes many people in the Federal government very nervous.

Rural schools as well as rural communities offer opportunities which we never find in the cities. People lead a more sensible, relaxed lifestyle, have a greater sense of community, and are closer to their neighbors. These are the things we are trying to bring a sensitivity to and an understanding to within the Federal bureaucracy. I feel we have been able to develop an appreciation of, or at least an awareness of rural education problems at the state level.

Taking into account all I have presented, what should you look forward to in the future? In attempts made, as an individual and with members of your organization, there are opportunities of reception that I would not have predicted. The prospects for rural education in the 80's look better than they have in a long time. There seems to be more awareness on the Federal level. Organizations such as PURE, as well as the National Rural Center in Washington D.C., are making people aware of the needs of rural areas. The matter of rural education is coming increasingly to the forefront in Congress. Your letters are beneficial and can bear fruit. They do get the attention of your legislators.

I have introduced legislation which would benefit rural education and which will encourage the legislators to think in terms of rural education. One of these bills is to provide for an improved collection of information concerning education in rural areas. This is a first step in correcting the neglect of rural education by the Federal government. I have

also introduced a bill to transfer authority in respect to rural education to the Assistant Secretary of Elementary and Secondary Education. This approach makes more sense than having rural education handled by the Office of Vocational and Technical Education and will also give rural education an advocate in the upper level of the Department of Education.

As you work to promote PURE and its causes, try to work with the leaders of other organizations such as the Farm Bureau, the National Education Association, the National Association of State Legislators, and the State School Board Association. They should represent your causes as they are rural causes. You cannot

fight the battle alone, and their support of your programs would increase the support for rural education in Congress.

It is fair to say the prospects for rural education look good. We are seeing an emerging atmosphere in which there is a growing awareness of rural education. It does not mean that things will take care of themselves from here on out. Our job has really only begun, but if we use the opportunities which we now see before us, I believe we can bring about a revitalization of the interest of the Federal government in rural education and insure the preservation of a valuable way of life.



CONGRESSMAN CHARLES GRASSLEY



**CONCURRENT SESSION #1 I
"THE ROLE OF THE WOMAN
ADMINISTRATOR IN THE 1980's
-- AN UNTAPPED RESOURCE"**

**PRESENTERS:
DR. MARIE ABRAHAMSON
JAN JESS
ONALEE BAKER OAKES**

Rural administrators of the 1980's will be facing problems such as the energy crunch, declining enrollments, inflation, fewer administrative positions or more teacher-administrator combination positions.

Although no specific criteria may be placed on the individual traits necessary for the person who must deal with these problems, it is felt the administrator of the 1980's must be a well-organized, decisive, well-informed, confident person with a solid sense of humor willing to give of self and time.

Time headed the list of factors limiting women in administrative positions as a result of commitments to family and home in conjunction with a lack of willingness to commit to the hours necessary to do the full-time job. This situation may create the opportunity for part-time administrative positions which would allow school districts to draw upon the natural personnel resources available in the community such as wives or husbands of individuals already employed by the district who have certification or would be willing to work toward certification if the opportunity for such part-time employment were a reality. Wives of local pastors and businessmen would also fit this category of potential community resources for part-time administrative work.

Another limiting factor is that women tend to go wherever the husband's employment dictates so the possibility of staying in the community long enough to be effective in the administrative role is a deterrent to either the desire to pursue or the actual pursuit of proper certification.

Along with the pursuit of schooling pertaining to certification is the problem of commuting to the class site or of moving temporarily to the campus area for even a summer session due to family obligations. Consequently, many people elect not to seek the additional classes or certification until their families are grown and then decide the additional in-

come isn't worth the extra work and time because the children are on their own now.

One question which arises constantly is "how do we attract quality teachers-administrators to rural schools?"

A primary concern was voiced regarding the responsibility of teacher training institutions to provide rural field experiences early (sophomore year) in the potential teacher's educational package. Rural--"Live-In"--student teaching experiences would provide more exposure to living beyond the urban settings of most college campuses as well as orientation to the specialized needs and opportunities in education afforded in small districts. For example, students may partake of sports, music, drama, publications, community activities and church functions without the conflict of scheduling common to large systems. The students can "try it all" or be involved as little as they choose but are rarely limited to coach, direct, or assist in productions while student teaching, giving a more rounded field experience.

A concern registered by teacher-training institutions then being, "how do we supervise student teachers clear out there?" Why not allow those superintendents and principals with specialist and doctoral degrees to do the direct field supervising and the campus supervisor a monthly supervision allowing the student to experience a truly rural school and living situation?

Other attractions to rural area are the security and peace of mind generated in small community living. The "everybody knows everybody" aspect can be an aid to those raising children as single parents. Parents actually "know who their youngsters are doing things with." Children are freer to do a variety of things such as having paper routes, evening sledding parties, small group get-togethers often banned by parents in urban settings because "it's dark and so much is happening out there."

There are also not so many distractions in small communities such as dinner clubs, movies, disco centers, foosball parlors, which interfere with family and school activities. People look to the school and churches to provide youngsters with activity in the community setting which allows for closer family living patterns than the urban setting where each family member is off to a different site and activity.

The presenters felt the best administrators were those who come up through the ranks obtaining recognition for quality performance on the job and being afforded the opportunity to increase their

responsibilities and obtain role expansion as their abilities continue to grow through experience and encouragement of peers in education.



CONCURRENT SESSION #1, I



JOHN LAWRENCE, SUPT. AT DELWOOD
DR. MARIE ABRAHAMSON, ROLFE
ONALEE BAKER OAKES, WEST CENTRAL
JAN JESS, MESERVEY-THORNTON

II

"ACTIVITY TIME AND BUILDING TEACHER ENTHUSIASM--A SKILL"

PRESENTER: KATE DENNIS

Howell Elementary

Activity Time

It seems that there are always additions to the curriculum without an increase in teaching time. In order to at least introduce and give a brief introduction into an area, Activity Time was developed at Howell School. The activity usually starts with a simple booklet that introduces the subject and asks some questions. These are always taped so that any student with reading problems is not deprived in other areas. The activity at Howell is placed in a plastic tub, but a box would work just as well. After the booklet is finished, the student has the choice of books to read, filmstrips, games, and other activities within this subject area.

There are generally about five to six students to an activity group. The teacher then prepares that many activity tubs, each on a different subject. The student, working with his group, has the opportunity to work in a small group, learn to share and help. The Activity Time is a very popular time, and the games and materials fit into most interest centers when the activity is over.

At Howell School the activities usually last for two 30-minute sessions. The greatest payoff is the communication skills learned by the students.

Teacher Enthusiasm - A Skill

Enthusiasm: Great interest or excitement; something that inspires a lively interest. It attracts and motivates other.

Enthusiasm is not an inherited trait. It must be developed and nurtured. Some fortunate people are optimistic. They can put their sensitivities in the right perspective and enjoy life in an unself-conscious way. Enthusiasm comes easy to them. Many people are basically pessimistic with sensitivities that make them self-conscious and afraid. For these people enthusiasm has a higher price. The threat of feeling a fool keeps them from excelling as a teacher and living fully as a person.

Ways to develop enthusiasm:

1. Enthusiasm is contagious. If you work with people that are enthusiastic, then you will probably

acquire this trait. Some lucky teachers have principals that are so excited about learning that they continually share encouragement, support, and ideas with their teachers. If you do not have this type of administrator, remember that he/she often deal with problems that can be very depressing. Federal reports, lack of money, and problem students, parents, and teachers are a large part of an administrator's role. Why don't you spread your enthusiasm to your principal!

2. Most teachers have to develop their own enthusiasm. It is the teacher's responsibility to make changes in a group of students within a given time. If the teacher has and shares enthusiasm, every day can be a challenging, exciting time for all involved in this change process. Without enthusiasm it often becomes a deadly unending period which is such a waste since time can never be repented.

Teacher-developed enthusiasm:

1. Smile: This is the cheapest and easiest enthusiasm builder. Smile when the students arrive. Take time to call them by name. A touch on the shoulder, a hug, or a smile can create an optimistic start to the day. Take time to listen to those who need to share an experience or feeling with you. Always use a reassuring smile to let the troubled student know that the school day will go well for them.
2. Projects: Always keep something going that you and the students can look forward to doing. It may be the creation of a new game, or new unit, a community service, or a special day. If the teacher is excited about it, the students will become involved.

Some suggested projects:

Projects: Let each child become a penpal of a person in a nursing home. Write letters, make holiday decorations for trays, plan an entertainment program, etc. Get involved in the Kellogg or Presidential Physical Fitness Programs. Have a special day. Use calendars that list special events and take a few minutes that day to learn something about that event."Teach-

er's" magazine has a listing of such events with suggested activities each month. Get involved in energy conservation. Have a project week.

3. Education classes, inservice training, etc: Approach these with the attitude that you will find something that will help you to do a better job. The material as presented may not fit your program, but take the main idea or some part of it and organize it to fit your philosophy.
4. Education publications: There are many educational magazines that can give you ideas. Again you may need to adjust these to fit your situation.
5. The State Education Department's publications: These are sent to every school in the state. Ask your principal to pass these on to you. They offer ideas, tell what is happening and sometimes offer contests. Enter! You can't win if you don't try. Educational materials catalogs: These offer many ideas for new methods and games (be sure to remember the copyright laws). Make a drill kit or reorganize a part of the curriculum. Develop a new contract, rearrange

the classroom. Become foster parents to a zoo animal. Choose a theme for the year and organize decorations, games, and activities around this theme. Write to the Utah Fine Arts Department. Get involved in their program. Write to people who have made the news in your community or elsewhere. They will almost always acknowledge these letters in some way. Invite people to visit and share vocations and hobbies. Let each child have a "Meet My Family Week" to share pictures of themselves and their family. Maybe they would like to invite a member or members of their family to visit the school. Organize a clean-up day. Get involved in the One-on-One and Hoop-Shoot contests. Join in essay, poetry, and art contests. Plan a cookout meal. Write to students in another school. Plan a trip to visit their school. Invite them to your school.

Involvement is the key to enthusiasm. These activities can take a minimum of instructional time, can be vehicles of learning, and pay big dividends in enthusiasm and excitement for both the students and the teacher.



CONCURRENT SESSION #1, II



"ACTIVITY TIME" KATE DENNIS

III "SHARING PROFESSIONAL SERVICES WITH IOWA'S RURAL SCHOOLS"

PRESENTER: JERRY NICHOLS

H-L-V

Management during a period of student population decline requires a different managerial philosophy from that practiced during the expansion period of the 50's and 60's. The decade of the seventies has been a difficult adjustment period for some communities, and particularly for some school districts. Declining enrollments have necessitated a thorough and systematic retrenchment and realignment of our educational resources.

The most basic problem faced by our schools is demographic. Nationally, education has been a high priority for at least the past 100 years. However, with declining enrollments we will, within the next ten years, have a national population where only 20 percent of the people will be under 18 years of age.

We might surmise that a very large segment of the 18 and over population will be disassociated with K-12 education. Where historically education has received a large portion of public moneys the restructured priority of this "older" population will surely move education down on the priority list. Unless educators and the educational community in general can respond with new ideas and functions, the educational challenge for the 1990's will be to maintain a forward position at a time when the population will require new and different societal needs.

Yearly, small school educators struggle with the symptoms of declining enrollment. But do we take time to visualize the finale? The reorganization of our school systems seems eminent. Demographically, the trend is clear. With a gradual reprioritizing of state dollars, the small school seems very vulnerable. Local autonomy has been legislated away to a point that most schools are reacting to laws and mandates from the state and Federal government, with little time left to adequately serve our local educational needs. Negotiations and teacher tenure are spawning an educational mediocrity that seems irreversible.

Where does this leave us in small-town Iowa? The need to plan our future is of utmost importance. Without atten-

tion to planning, small schools will be unable to serve students in even a most fundamental way. It seems we really have two tasks before us.

First and foremost, we need to serve the needs of our students. This may require the disassembling and restructuring of our curricula. Small schools can provide a "basic" elementary and secondary education program. However, only with the sharing of resources between small schools will we be able to provide comprehensively for students.

Secondly, there continues to be an infinite number of mandates flowing from Iowa legislature each year. Historically, legislation has stifled local involvement and concern. Locally, educators and school patrons experience futility when singularly dealing with the legislative process. Perhaps, the last bastion of the democratic process is the small school. Local participation is vital to its survival. Small schools need to collectively develop legislation that is credible, innovative, and beneficial for the children being served in rural Iowa. Iowa legislators must realize the value of a rural education for rural children.

The cooperative sharing of resources between small schools can only strengthen our position against the legislative mandates and the polymorphic thrust of the bureaucratic order. Educators in small schools should now begin talking about the educational needs of the children and how these needs can be served. We must be innovators, brainstormers, and most of all, flexible persons accepting new educational delivery systems, like cooperative consortiums.

As small districts develop these cooperative consortiums, all educators must be willing to replace individual district parochialism with mutual concern and sharing of responsibilities and resources. We must expect that some of these responsibilities and resources will not be distributed equally.

In planning for the future, we should be cognizant of the societal changes taking place. Roles will change as our survival is found in cooperative consortiums and strong legislative programs. The real challenge before us is to remain open and responsive to the needs of our constituents. Moving from a period when "youth" was in to a time when "middle age" seems

okay, our educational priorities may be equally divided between K-12 education and adult or continuing education.

Given the willingness to work together, the autonomy of the small school will survive, and the educational program for youth and adults will prosper.

Now we in rural Iowa must look with insight into delivery systems--systems that will transfer a small, struggling school into a viable institution serving youth and adults with a comprehensive educational program.

The sharing concept is certainly one system that needs our immediate attention. Secondly, we need favorable legislation; legislation that will encourage schools to share resources; legislation that will stabilize our financial structure. Thirdly, we need a new sense of purpose--esprit de corps--among administrators and teachers who work in the rural education environment. Rural education is not in its twilight years. It is really standing on the threshold of some new and exciting frontiers. Rural educators must have the 'finesse' to forge ahead, setting realistic goals, systematically taking one step at a time.

Sharing resources, developing favorable legislation for rural education, and setting a new purpose for rural education are all admirable goals and should be pursued with diligence by rural educators. However, one must ask, is this all? Ingenuity in rural Iowa is without boundary. As rural education is faced with each succeeding challenge, rural educators will muster resources to meet the challenge. Each school district, being a unique creature, will no doubt have certain problems and concerns arise which are solely unique to that particular school district. For this reason alone, rural educators need a resource bank which would assist them in meeting these unique challenges. The bank would establish the ability of each school district to use several resources which are not available to school districts individually. This would provide us with the expertness to collectively consider the alternatives for each challenge faced by a school district--to select the alternatives which will best serve the school district and students. Our thinking would be broadened locally. We possibly would avoid the provincial mind-sets that limit our ability to deal with local problems.

Since the founding of PURE, the organization has basically been a grass-roots group which is politically motivated. The annual PURE conference is perhaps the only exception to this. The PURE leadership has centered primarily on lobbying activities in the Iowa legislature and, at times, the Federal Congress. The model being proposed here would broaden PURE's activities in providing teams of administrators and board members who would work with individual school districts on an invitation only basis. The purpose of the team working in individual rural school districts would be to assist small school administrators and board members in considering all possible alternatives to meeting the challenges which face each school.

The team will consist of three to five members, administrators, and board members. Upon invitation from a school district, the team would visit the school meeting with the Board of Education and administrators, staff, and possibly a few patrons. The team's purpose will be to work with the various groups in the school district to develop insight into the problems and concerns confronting that school district. Prior to leaving the school district, the team will set forth a series of recommendations and alternatives which the school district officials may consider as they continue their effort to develop solutions for their problems.

The team model offers a school district the opportunity to consider alternatives to some very pressing problems. These alternatives are developed by team members and local staff collectively. There is no obligation for the local school district to comply--only consider and ponder a broader vision. Furthermore, it provides a resource for rural Iowans whereby rural board members and administrators are providing assistance for peers who have some very unique, yet common problems.

PURE's team model provides a grass-roots effort to assist school districts in providing the best alternatives to meeting individual school district problems successfully. It will strengthen rural education because, as we work together, we will most certainly be presenting a unified front. This will strengthen our legislative position and will certainly stimulate cooperation between districts.

IV
"INVOLVING COLLEGES WITH
TEACHER PREPARATION FOR
RURAL EDUCATOR CAREERS"
PRESENTERS: DR. BILL DREIER

UNIT
ROGER ANDERSON

Luther College

Luther College is a private, church-related liberal arts college located in Decorah, Iowa. Decorah is a community of about 8,000 nestled in the hills of North East Iowa. Luther's student population of approximately 2,000 is drawn primarily from Iowa (48 percent), Minnesota (23 percent), Wisconsin (13 percent), and Illinois (11 percent). A majority of our students come from rural areas of the four states although the percentage of people from cities like Cedar Rapids, Rochester, and suburban areas has been increasing in recent years.

Luther has had a long history of preparing teachers for the public schools of this nation. Luther graduates are very much in evidence in teaching, coaching, and administration positions in schools within about a 300-mile radius from Decorah.

Luther College has approved programs for the preparation of teachers from pre-school to secondary grades (with a variety of majors and minors), and K-12 in art, music, health, and physical education. Virtually, all majors in the latter so-called special fields elect to prepare for K-12 rather than secondary alone. This is a fairly recent trend occasioned, at least in part, by the tendency for our first-year teachers to start their careers in relatively small school districts where one specialist may handle all grades. We were re-approved by the National Council for Accreditation of Teacher Education (NCATE) in 1978.

With the above background, let us examine the topic-involvement in preparing rural educators. It should be said from the outset that we do not have anything in our curriculum which would suggest that we are even aware of preparing teachers for rural areas. On the other hand, the very nature of our location and the backgrounds of our faculty would indicate that we ought to be very involved in such preparation.

Let us look first at the members of the Department of Education at Luther. During this academic year, the seven faculty members came from hometowns which

range in size from Leon, Iowa (2142) to Newry, Minnesota (9). The largest high school graduating class of any member of the department was 52. This should indicate a keen awareness on the part of professional educators of the values and needs of rural, small town education. Indeed, we are often accused of not devoting proper attention to the preparation of teachers for urban settings!

Secondly, the preparation of our teacher candidates takes place primarily in schools which are located in or near towns described as below 2,500 or 2,500 to 10,000 in population. This is mainly because of location, but partly because we believe that teachers should get clinical experience in schools nearly like the ones where they will enter the profession. Some years ago, nearly one-fourth of our elementary student teachers were placed in Rochester, MN. We no longer place them there primarily because of the above reason. For our pre-student teaching clinical experiences, we utilize communities which have the following profile:

Under 2,500 - 6
2,500-10,000 - 4

Thus the earliest exposure of our students to their professional preparations occurs in school districts ranging in K-12 enrollment size from 490 (North Winneshiek) to 2,150 (Allamakee-Waukon).

For the student teaching experience we are cooperating with 20 school districts during the current academic year. They are distributed by district enrollment as follows:

Under 500 - 3
500-1,000 - 7
1,000-1,500 - 5
1,500-2,000 - 2
2,000-2,500 - 1
5,000-10,000 - 1 (Mason City)
10,000 and up - 1 (Rochester)

Thus it can be seen that the bulk of our student teaching is done in school districts which enroll less than 1,500 students in grades K-12. On the other hand, we do not utilize extremely small schools (under 300). The reason for this is that we do not have any such schools within our normal range (50 miles) of assignment. Difficulties with supervisory load and travel restrict us to a fairly narrow range from Decorah, except when we have special needs which require us to send people greater distances.

Another measure of the awareness we have of rural education is the placement

of first-year teachers for the past two years. Of course, this is primarily a result to the current job market, but we are certainly cognizant of where our teachers go.

Again, utilizing the size of community model, the following indicates placement for the past two classes:

	1978	1979
Under 2,500	43	41
2,500-10,000	20	17
10,000-50,000	8	5
50,000-300,000	2	3
300,000-up	1	1

Indeed, most of those in the 2,500-10,000 class started teaching in communities at the lower end of the scale. It should also be noted that we have had an increase in the number of people taking teaching positions in Missouri, Nebraska, South Dakota, and Wyoming. This has resulted because of our pictorial placement brochure, which is mailed to all school districts throughout the Midwest and the job market situation which urges beginning teachers to go where the jobs are rather than to where they would probably prefer to go.

Since we are a rural-oriented faculty working with rural-oriented schools placing our teachers in small communities, we have not been motivated to give special curricular attention to rural education. On the other hand, we attempt to prepare our students for the realities of living and teaching in small communities. One evidence of this is that we require all students to live in or near their school district during student teaching. This gives them an opportunity to learn first hand about the life of a teacher in communities the size of which we utilize. Informal discussions are held to orient people to smaller districts. It should be understood that it would be extremely difficult to introduce a course on rural education in a college of our type where the faculty as a whole tends to resist any increases in professional education offerings.

Finally, we at Luther College would be grateful for any direction a conference of this type could give us in improving the preparation of teachers as rural educators. We are open to ideas and anxious to incorporate such suggestions into our curriculum and/or the topics covered in meetings of our Student Education Association. At the same time, if we are listening correctly to our graduates, we would encourage you to examine

again some of the problems which plague beginning teachers in small communities. We would urge you to try even harder to keep young teachers on your staffs. Many beginning teachers stay only one to three years in small districts before moving on. Let me review some things we hear:

1. They don't really want us to stay very long.
 - a. Salary schedules do not encourage longevity.
 - b. If we stay several years, we are too costly for the district.
2. Some communities do not make us feel welcome.
 - a. We are treated as outsiders who are here today and gone tomorrow.
3. Our teaching loads are often such that make it difficult to succeed.
 - a. It is not uncommon to have five preparations in Mathematics or English plus coaching every season.

Of course, some of the above concerns are problems which are inherent in small districts. We recognize that there are advantages due to smaller classes, etc. We recognize, too, that some young people do not really give the community a chance to "take them in".

We are simply asking you to give further attention to these concerns just as we pledge that we will give more consideration to your needs.



DR. BILL DREIER, UNI and MARY GEREAU

COMPETITIVE FEDERAL GRANTS

Congress attempts to deal with some of the persistent problems in education through a number of competitive grant programs. A number of these programs are administered by the U.S. Office of Education while others are administered through State Departments of Education. The application process is similar regardless of whether the program is administered by U.S.O.E. or the State Department of Education.

Characteristics of successful applications include:

1. The need which the project is addressing is described and documented and proposed objectives and activities relate directly to the need.
2. Proposed objectives are specific and are realistic given the proposed budget and time limits.
3. Evaluation takes into account measurement of project objectives, indicates what measurements are to be used and includes descriptive evaluations.
4. Budgets are complete, identify breakdown of costs and relate to the proposed activities.
5. Assurance must be provided that non-public school children will be provided an opportunity to participate in the project on a basis comparable to that provided for public school children.

COMPETITIVE GRANT PROGRAMS

U.S.O.E. Administered Programs

Program

Number	Bureau of School Improvement
13.420	Alcohol and Drug Abuse Education Program, P.L. 95-336 Objective: Organize and train alcohol and drug education leadership school teams to develop preventive programs.
13.566	Arts in Education Program, P.L. 95-561 Objective: Encourage the establishment of arts education programs at elementary and secondary levels stressing cooperation between community resources.
13.599	Basic Skills Improvement, P. L. 95-561 Objective: Improve skills in the areas of reading, mathematics, oral, and written communication.

13.599 Estimated 115 projects nationally; projects costs ranging from \$50,000 to \$150,000. Three types of programs to be funded: In-School, Out-of-School, and Parental Involvement Programs.

13.564 Consumer Education
Objective: To assist students to develop consumer skills, knowledge, and understanding for marketplace and citizenship roles.

13.549 Ethnic Heritage Studies ESEA IX
Objective: Enable students to learn about their own cultural heritage and study contributions of other ethnic groups.

13.563 Community Education Program
Objective: Plan, establish, expand and maintain community education programs.

13.561 Metric Education
Objective: Prepare students to use the metric system of measurement with facility as part of the regular education program

BUREAU OF OCCUPATIONAL AND ADULT EDUCATION DIVISION OF VOCATIONAL AND TECHNICAL EDUCATION

13.493 Vocational Education Basic/Grant
Objective: Maintain, extend and improve vocational education program.

13.499 Vocational Programs for Persons With Special Needs
Objective: Provide vocational education programs for disadvantaged persons in areas with high concentration of youth unemployment and school dropouts. Must apply to Department of Public Instruction.

13.554 Career Education Model Demonstration Program, P.L. 95-207
Objective: Demonstrate effective career education techniques at the elementary and secondary level.

13.596 Career Education State Allotment Program
Objective: Implement career education in local schools. Must apply to Department of Public Instruction.

13.494 Consumer and Homemaking Education
Objective: Conduct programs in consumer and homemaking education, especially in economically

13.494 depressed areas. Must apply to
(cont'd) Department of Public Instruction

**BUREAU OF EDUCATION FOR THE HANDICAPPED,
GIFTED AND TALENTED EDUCATION**

13.562 Gifted and Talented Children
Objective: Develop programs for
gifted and talented children.

DIVISION OF STATE EDUCATIONAL ASSISTANCE

13.571 Improvement in Local Educational
Practice, Title IV, Part C
Objective: Improve educational
practices in local schools. Must
apply to Department of Public
Instruction.



"FEDERAL ASSISTANCE AND ENERGY GUIDE-
LINES FOR SMALL SCHOOLS IN THE 80'S"



JERRY NICHOLS, SUPT. H-L-V

VI
**"RURAL TELECOMMUNICATIONS
SERVICE SYSTEM"**

PRESENTERS:

DR. CLIFFORD EHLINGER

Grant Wood AEA

LARRY PATTON

Assoc. Supt. of Ancillary Services

In 1972, Kirkwood Community College recognized the role to be played in education by telecommunications delivery systems in the decade ahead. In order to maximize the effectiveness of each individual telecommunications system, as well as to provide for integration of those systems with the education process, a telecommunications plan was developed. This plan had three components:

- * On-campus delivery
- * Color production capabilities
- * Off-campus delivery

An on-campus television delivery system was designed and put into operation September 5, 1972. This initial system could only transmit four channels of black and white instructional tapes at a time. By November, 1972, the success of the system had caused it to expand to 12 channels of color television. By 1974, the system had expanded to 24 channels. Because of the design of the system there is no limit to the number of channels possible. Through this system, a student or faculty member can have access to any of 4,000 video tapes. Today, over 800 tapes are requested each day! Several advantages of this type of instruction have become apparent over the years of operation:

1. Students coming to Kirkwood to learn welding, machine shop, or any other course, do not first have to learn to operate media hardware. In this program, they only need to operate a TV receiver just like the one found in their home.
2. The more complex hardware is centrally located where trained operators can correct equipment problems quickly.
3. Students can view the tapes from any location and as often as they need.
4. Instructors do not need to check out media software or instruct students on the use of media equipment. This leaves the instructor time to concentrate on

the students' primary concerns in the course.

5. Tapes on a given subject can be used by many different departments throughout the college.

Once the method to deliver video instructional material on campus was developed, it became increasingly important to be able to produce high quality video materials for instructional use. Taking into consideration the errors made by others who had entered the TV production field, Kirkwood developed a system that is one of the most heavily used and more cost-effective in the country. The reason for this lies in the conceptual, as well as in the technical design. First of all, Kirkwood's TV production system was designed such that high quality video tapes could be made using only a minimum of staff to operate equipment. Thus, Kirkwood, as well as others from the area, could afford to use the system. Kirkwood's design also includes the capability to do remote production. In producing vocational tapes, it is often impractical, if not impossible, to use the studio. Since much of the instructional equipment cannot be moved, Kirkwood's full studio operation can be taken to any location. Finally, and probably most importantly, techniques have been developed that allow our instructional staff, as well as other staffs of institutions and agencies, to produce high-quality teaching materials without hiring specialized writers and actors. Working with our system and staff, every instructor or other person from outside the college has been able to produce high-quality instructional video tapes. Kirkwood's TV area has produced over 90 percent of the 4,000 video tapes currently in our center. In addition, we have made our facility available to agencies, schools, and industry within the seven-county area. We have experienced the same degree of success with these external agencies. An agency of the government, for example, has been a regular user of our facility, flying in personnel from Kansas City to work with our staff in the production of training aids.

In 1974, College Community School District personnel visited our campus and became interested in our capabilities as they might apply to secondary and elementary education. Since the College Community School District is located only about one and one-half miles from the Kirkwood facility, it was technically

practical to provide a cable linkage between the two campuses. A federal grant was obtained to install the cable linkage, wire their campus, and provide 12 channels of operation. More importantly, however, this grant provided for the production of video tapes by College Community staff over a three-year period. Applying the same production techniques that had been used with Kirkwood's staff, over 1,800 instructional video tapes were produced. These tapes covered such areas as art, physical education, business education, automotives, carpentry, electronics, and drafting. The system is in operation today; and over 250 tapes are played each day.

The telecommunications plan has already borne fruit in significant new systems and approaches, but is on the threshold of an exciting new development--exciting because of the many doors to knowledge that it will be able to open to the people of the seven-county area. It is called the Interactive Microwave Telecommunications System--a mouthful to say, but a system whose advantages are easy to understand.

The new system of interactive microwave will make use of the very latest technology to help satisfy one of the oldest and deepest human needs--the need for knowledge. In its variety of possibilities, the interactive microwave system will help fulfill a basic mission of the community college--to make learning available to people where they are.

It was the desire to serve people where they lived that was at the heart of the telecommunications plan developed at Kirkwood in 1972. Aside from the one large urban center in its service area, Kirkwood serves a largely rural constituency. Those who might learn for the betterment of their lives and occupations must be concerned with the full-time responsibilities of making a living. They are not able to attend class eight hours a day, five days a week, as other college students might be able to do. Their work and domestic responsibilities may keep them close to home especially at certain seasons; and the climate itself can make travel difficult or impossible. All of these considerations and others went into the development of the telecommunications system that Kirkwood now uses to serve the people of Merged Area 10.

An important point to remember about the telecommunications systems already

developed at Kirkwood is that they WORK. They are practical, economical, flexible, and--above all--helpful to the student. It is a truism that paper solutions solve paper problems, while real problems require real solutions. In designing its systems for electronic instruction, Kirkwood has overcome technical problems with real solutions. Designing systems is not enough--the systems must be workable. At Kirkwood, they are.

The proposed interactive microwave system is only the latest development in the overall telecommunications plan, but its design reflects the concern for people and the technological expertise that have already found expression in the Distribution Center, radio station, and other systems at Kirkwood.

Technical subjects are not always easy for lay people to understand, but it is necessary to have some understanding of how the interactive system will work. When it is complete, the system will consist of nine sites, any one of which will be able to originate programming for the system, in addition to receiving it. Each microwave link will be capable of two-way color television signals of the same quality as that available on home sets. Therefore, in the proposed IMTS system--interactive microwave--there will be links interconnecting the various locations. Each link will be capable of two-way television, audio and other data transmission.

In practice, the design will mean that each site can be independently connected to any other site or group of sites. For example, two-way color television might be operated between Washington and Tipton at the same time that two-way color television is taking place between Cedar Rapids and Iowa City. This kind of flexibility means, from the student's point of view, that a number of different classes could be offered at the same time.

One component of the interactive microwave system is what we call Instructional Television Fixed Service, or ITFS. Unlike the microwave, ITFS is a broadcast system--that is, it moves out more or less equally in all directions from the point of origin. Receive sites can be established anywhere within the signal area, with special equipment making it possible to view programming on ordinary television sets. The use of audio response transmitters at each receive site

makes it possible to talk to the transmit points. As proposed, the microwave system would have four channels of ITFS origination from Kirkwood's campus, and one channel from each of the microwave site locations. These channels would offer classes to all areas not on the microwave portion of the system--each site would receive television and be able to send an audio response back.

There will be a variety of sites from which broadcasts may originate, but an important one will be specially equipped classrooms. In the final construction, Kirkwood's main campus will have four such classrooms, and each remote site will have at least one.

According to current design, each classroom will have a color camera mounted in the back of the room. This will pick up the instructor, blackboard, overhead visuals, and any other presentation the instructor might choose to make.

There will also be a color camera at the front of the room to show the class when students ask questions or take part in discussions. Microphones will be hung from the ceiling to pick up questions and class discussions. Each student's chair will be equipped with a button, which the student will press if he or she wants to ask a question. A light will come on at the main teaching point, and the instructor will then be able to acknowledge the student's contribution. When the student speaks, that classroom will be visible on color video monitors in the front of every classroom within the system.

In order to coordinate all the programs and operations envisioned for the Interactive Microwave System, the design calls for a Telecommunications Control Center. The center will become a vital part of the overall telecommunications effort at Kirkwood and an especially vital part of the IMTS. It will provide all necessary program switching and technical operations.

Specific functions of the center will include: routing and switching all Interactive Microwave Telecommunications System signals. This includes, eventually, eight microwave signals and four ITFS signals. Secondly, the center will be responsible for proper technical and program logging. Thirdly, it will do program switching of cable television channels in Cedar Rapids, Iowa City, Washington, and other cities within the seven-county area. Initially, this may

be done by programming one of the ITFS channels at Kirkwood with cable TV channel material and having all cable systems pick up this channel.

In addition to what we have already described, the Interactive Microwave System will be able to perform in special ways. For example, video tape recorders located at remote sites, either on microwave points or ITFS locations, will be started from Kirkwood selectively. This will allow us to use the system for sending material to schools during off-hours, without the need for an attendant at the schools. In this way, schools could ask for any tapes they need tomorrow to be transmitted this evening. After normal classes are over, these tapes could be sent to each school selectively. This would provide schools with the opportunity to use the 4,000 tapes currently in the Central Distribution Center. Additionally, one of the four ITFS channels could be established so schools could request tapes on an as-needed basis at all times.

Telephone couplers will allow persons at remote locations to call the nearest microwave point, where the call will be automatically switched onto the microwave system and sent to the Kirkwood center. If necessary, the call will be routed to other sites. All of this will allow people using the cable TV systems to call in with questions from their homes, without incurring a long distance charge.

With Kirkwood's new mobile unit, we will have the capability of live transmission from remote locations. The mobile van will be used to take students on a field trip without the class ever leaving the classroom. That is, by using a business band radio system in the van, there will be two-way communications with the van, so that students in the classroom could ask questions of people at the van location.

Let us consider some practical applications of the system, leaving behind for a time the rather dry discussion of technical features. The flexibility designed into the system means, in practice, that secondary schools, industries, hospitals and other agencies will be able to receive instructional programming, originate it if that should be appropriate, and talk with those originating the program. Each location can be, in effect, its own television station, sharing knowledge with others in a mutually helpful way.

The fact that each location will be able to originate programming has implications of several kinds, at least one of which was not fully foreseen but which makes the system even more valuable than its designers originally intended. As we have mentioned, many people in the Kirkwood service area remain close to their homes for a variety of reasons--their work requires it, or family responsibilities demand continuous attention. The weather in Iowa is such that winter travel is often difficult and is even impossible at certain times. Obviously, a delivery system that would allow people to remain in or near their homes would be a valuable one. Such were the thoughts of the telecommunications system's designers in the early 1970's, and the system in operation has proven the validity of their thinking.

But there has come into our lives another factor--one whose full scope and impact we are only now beginning to understand and appreciate. This factor is the energy shortage--one of the most serious and pervasive concerns facing people today, and one which certainly will not vanish in the years to come.

A shortage of gasoline means that people must make harder decisions on how much to use their cars or trucks. Because they serve a more widely dispersed population, community colleges by nature tend to be commuter schools. Kirkwood is certainly such a school; although, as we have mentioned, it does extend services beyond the main campus. The fact is that many students drive, and the parking lots are often full.

Secondary schools can receive in-service training and media materials from our intermediate unit--the Grant Wood Area Education Agency. Also, low enrollment courses can be prepared and taught by this system, eliminating the need to bus students from one school to another--all interactive!

Let us make the point again, at the risk of sounding insistent: it will be an excellent and valuable way to deliver instruction--a good system on its own merits, even if there was no energy shortage. The fact that there is a shortage only contributes to the system's value.

The Public Telecommunications Facility of the National Telecommunications and Information Administration has provided \$300,000 for Phase One of the IMTS system. This will provide a two-way inter-

active system between two cities--Iowa City and Cedar Rapids, four channels of ITFS from Kirkwood and one channel of ITFS from Iowa City. Twelve ITFS receive sites and three origination classrooms are also included in this first phase.

In the systems that already are in operation, Kirkwood has proven its ability to adapt to, and serve, the needs of students from widely varying backgrounds in widely varying locations. The Interactive Microwave Telecommunications System will serve more students in new and more effective ways. It will, as we have heard, reach into the homes of people on cable TV systems and allow them to talk back. It will allow hospitals, industries and other public agencies to use existing instructional materials during the regular working day and after regular hours. It will serve the college itself and secondary institutions within the service area. In simple and nontechnical language, it will be an excellent example of how the most up-to-date technology can serve the needs of people.



TELE-COMMUNICATIONS & DATA BOOTH
NORTHWESTERN BELL

VII "USING PUBLIC TELEVISION TO ENHANCE CURRICULUM"

PRESENTER: KAY DEAKMAN
Iowa Public Broadcasting Network

We are presently entering a tele-communications age. Instructional television can be a powerful resource in the classroom which provides instructional materials in almost all curriculum areas, and has a sense of immediacy and intimacy to which children obviously respond.

Television provides a change of pace. We know that a change from verbal to pictorial presentations in the classroom almost always heightens interest. Visual information is more likely to be remembered than verbal information. "You can tell someone what a bucket is, but until they've seen a picture of a bucket, they will not fully understand." Television has the resources with which to direct attention; by zooming in on the key element in a picture, or by showing an action in slow motion or instant replay. It can bring to the classroom resources not otherwise available and can use humor or fantasy, animation or realistic dramatization to make a point. Television can present five or six different levels at which the material is introduced and reviewed. Television can contribute significantly to the learning of values and attitudes by presenting situations where one behavior must be chosen rather than another and by presenting models of desired behavior that can be admired or identified with.

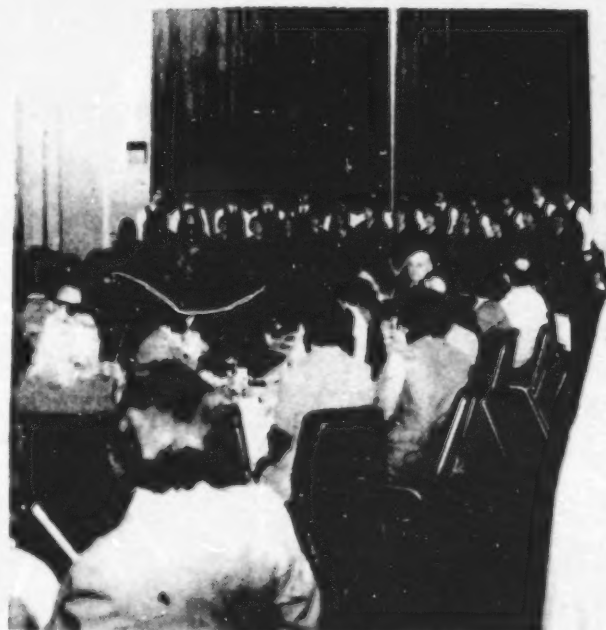
Instructional television can strengthen the teacher's role and change it from dispenser of knowledge to stimulator of open dialogue and independent activity. The effectiveness of ITV programming depends on how a series is used. This in turn depends on the skills of the classroom teacher. Previewing and follow-up activities are essential components in effective classroom use of ITV. Television at its best can teach some things very well. It can contribute to teaching in special ways that neither the teacher nor other media can.

Instructional television can do many good things for the classroom, but do teachers want it? The answer is yes. In a recent survey conducted, it was found that 60 percent of Iowa teachers said that their administration encouraged the use of ITV in the classroom. The biggest problem is that with open classroom sit-

uations and secondary level, instructors cannot usually use programming as it comes from the air because of time conflicts. However, most schools are using video cassette tapes to provide ITV to the classroom. All programming televised is video taped and is available through the AEA's to be used in the classroom when the content is most applicable.

As a service to educators the Educational Services staff at IPBN provides workshops and inservice to individuals or groups concerning implementation and awareness of ITV series along with distribution and utilization of guide materials relating to programming.

(Overviews of present ITV programming were presented and special series highlighted.)



NORWAY SWING CHOIR
THURSDAY LUNCHEON

VIII
"ERIC FOR LIBRARIANS"
PRESENTER: DR. EVERETT
EDINGTON,
Director of ERIC/CRESS

All too often in the past the school librarian has been merely thought of as a person who sat in the library and dispensed books and materials and in later years, audio visual aids to children or to teachers to use with children. Many people are now realizing that the role of the rural librarian can be much broader than that. The librarian is now being seen as an important link between the professional literature and the professional staff in the school. The library is not only an information center for the children but also an information center for the teachers, administrators, counselors and other professionals involved in the operation of the schools. There is strong encouragement from the National Institute of Education this year to recognize the special role of the librarian, especially their role as a linker between the ERIC system and the professional staff. Each of the ERIC Clearinghouses has been urged this next year to build into their programs working with school librarians, acquainting them with the ERIC system and the role the librarian may take in developing him/herself as a linker.

The rural school librarian has special problems; generally, they are a one-person shop with little assistance. If they have any assistance at all, it may be secretarial or student help only. They are also quite isolated in many cases from other information resources. The urban school librarian may have a large staff and have contact with a large urban library. Often the contacts of the rural school librarian are quite meager with maybe a small town library for the town. An important source of information for the rural school librarians, which many have failed to take advantage of, is the educational intermediate unit called BOCES in some states, Regional Service Centers in other states. This unit can serve a great many schools and can provide services for that small rural school. Many times the administration and librarians of the schools have failed to ask that the Regional Service Centers also serve the librarian and especially as a contact for professional materials which can be channeled through the local

librarian.

ERIC is a project of the National Institute of Education, and it acquires abstracts, indexes, stores, retrieves, and disseminates the most significant current reports and program descriptions in education. The basic objective of ERIC is to provide the acquired information promptly and inexpensively to a wide variety of audiences. ERIC consists of a coordination staff, supporting technical subcontractors and sixteen decentralized clearinghouses each focused on a separate area of education. ERIC has two main indexing systems. One is RIE (Resources in Education) which is a collection of fugitive literature. The other is CIJE (Current Index to Journals in Education) which indexes and annotates journal articles.

RIE is a monthly abstract journal published by the U.S. Government Printing Office and contains abstracts of documents from the clearinghouse network, provides indexes by subject, institution, author or principal investigator. Most documents cited in RIE are available from the ERIC Document Reproduction Service in paper copy or in a 4x6 microfilm card containing up to 90 pages of text. All other sources of documents not available through EDRS are indicated when relevant.

Articles from selected journals are indexed in CIJE, published monthly by ORYX Press, Phoenix, Arizona. More than 700 journals are indexed, some cover to cover, others when the articles have some relationship to education.

ERIC/CRESS (Clearinghouse on Rural Education and Small Schools) is responsible for acquisition, abstracting, indexing, and disseminating documents related to all aspects of rural education and small schools. Documents submitted to ERIC/CRESS include research reports, newsletters, conference papers, bibliographies, curriculum guides, speeches, journal articles, and books. Information Analysis Products are prepared and disseminated by CRESS. CRESS is staffed to answer requests pertaining to the use of the ERIC system in general, as well as the operations of the clearinghouse itself. On a very limited basis, staff members can also provide consultation services on the establishment and use of information centers. CRESS is equipped to conduct searches through the entire ERIC files including both the RIE collection and the CIJE articles.

**"PUBLIC LAW 94-142
"SPECIAL EDUCATION AND ITS
IMPACT ON SMALL SCHOOLS"**

SPEAKER: DEAN F. JACOBS

I want to express my appreciation for the opportunity to meet with you and to discuss special education. I am sure that I will not cover all areas that may be of interest to some of you; therefore, please feel free to ask questions at any time. This is your meeting, and I would like to keep it very informal.

Another item for clarification: I am not an authority, but will draw from my educational training and experience, which ranges from teaching in a rural school, a small town school, a large town school and thirty years as Director of Special Education.

I would like to take you back to the first indication that the state needed a Special Education Program and discuss the development up to the present time.

In the mid 1940's, Dr. J. B. Stroud, Dr. Wendall Johnson from the University of Iowa, and Mr. W.A. Winterstein from the Department of Public Instruction as a representative for Miss Jesse Parker, State Superintendent, made a survey of a rural county in Southwest Iowa. Their findings determined that a state-wide program for handicapped children qualifying for special education was indeed needed.

At the time I entered special education in 1949, there were four programs existing: one each in Des Moines, Waterloo, Sioux City and Cedar Rapids. None of these served children outside their systems.

The Department of Public Instruction consisted of the following special education personnel -- Mr. Winterstein, two psychologists and a speech clinician. At the first meeting of the state-wide special personnel, there were approximately thirty as a total. The first appropriation by the state was \$50,000.

As I started my duties, I was hired by the Ottumwa system, but was to assist all schools in the county. There were fifty rural schools and five other town schools. From all intent, this was the first program considered rural, which served all schools. Ottumwa also hired a speech clinician, but she was to only serve Ottumwa. With the help of the psychologist from the State Department, we were able to discontinue the old opportunity room and start one class for the mentally retarded.

In 1950 and 1951, I was assigned to work on County Institute team under the direction of Mr. Art Carpenter of the State Department and with the purpose of selling the concept of special education in all schools rather than just the large cities. We covered the northeast part of Iowa, and I am sure that the other three teams were doing the same.

Mr. Winterstein, a retired Methodist minister, continued to develop the state program; and I think one of the most important things was his insight and foresight to develop a program that was to put Iowa ahead of all other states, and a program that is the foundation of our present program.

Mr. Winterstein had the vision of the area from the start, at least in special education service; and at one time wanted me to take the whole southeast eight counties. The salary I asked ended that. However, in two years I was assigned two counties and then to five.

I had one consultant, and we covered the five counties with the cities and county boards hiring the other personnel for their counties. I might add here that it was some years before the county boards began to take part; and up to 1975 when Senate File Bill 1163 was enacted, some county boards were doing very little while some were taking the full responsibility.

From the time I started special education up to the time I retired, I found that the participation of schools was and still is in direct proportion to the interest of the superintendent and his board. Then at the building level, the interest of the principal is essential, as no class will succeed if the principal isn't behind it.

At one time, I was working directly for seven boards, five county and 2 town systems and indirectly with 12 other boards. This then was seven superintendents; and, if you want some interesting and sometimes provoking times, try working with 39 board members and 7 superintendents. However, I must add, that I was blessed with some very, very fine board members and some very fine superintendents. It was always interesting to me to see the different ways some of the boards functioned. Some members wanted to be the administrator, principal, and the teacher, while other boards functioned as they were intended to function, to make policy and let the administrator

carry the policies out. I soon found out that when a board member started interfering with the administrator or in the administration, that district began to have problems. This problem I found more in the smaller districts than in the larger ones, but it does happen in the larger ones also.

I grew up in a small town and went through school in the same town. Our school was about 350 to maybe 375 in population, as the rural students came to town for the high school years if they continued their education. However, growing up in the small town, it isn't long until you realize that everyone knows what everyone else is doing, and then they read the paper to see who gets caught. What I'm trying to say is that close relationships exist and friendship sometimes gets in the way of doing your duty as one would maybe like to do. Pressure is brought to bear whether we like it or not. Many problems would be averted if the board member would only recommend that the person go to the superintendent or to the principal, instead of trying to handle it himself.

As mentioned, in a small town everyone knows each other; and it is difficult sometimes for a parent to accept the fact that their child was mentally retarded. It undermines their ego, as many think that the parent is at fault or something, which is, of course, absolutely wrong. On the other hand, many parents try to take credit for their child being talented, but what parents contribute to their child many times is very little. We have to stop and think of all of the generations of our ancestors and what they contribute to see the false precept in this. I can assure you that it takes a lot of counseling to overcome this concept, especially if friends and sometimes relatives are suggesting that is the cause. Handicaps, such as a crippled child, vision, hearing or speech, sometimes could bring sympathy to the parent instead of ridicule, and many times the parent could find a logical reason for the handicap.

In the rural area another problem was the child of low incidence such as the blind child or the crippled child or the deaf child. It was necessary from the beginning that we develop cooperation to meet these demands. When I wanted to bring a child into Ottumwa's program and went to the board, I never will forget one of the board members stating, "We are

fortunate to have these programs, and we are happy to cooperate and share with our neighbors." This sharing concept was continually developed and carried out the entire time of my directorship. I know that even now after my retirement that this is being carried out. Perhaps this was the beginning of why AEA 15 is known as the cooperating area. I want to add here that one of the most helpful reasons this concept worked was the very fine superintendents I had to work with and that they placed the child first and made every endeavor to meet their needs.

Another problem that smaller districts had that was helped by special education was assistance in planning for a child's program and thus recognizing their weaknesses and their strengths. This brought about a better relationship between the teacher, parent, child; and the examiner, as we could work together for the child's progress.

Now I would like to talk about some of the laws that have been passed and which affect special education.

Senate File 1163, an Iowa law, is one of the finest laws passed, as it mandated special education and assured all handicapped children would receive help. It is too bad that the legislators and governor didn't leave it alone as originally written. It was to equalize education to all but they couldn't listen to Dr. Benton so there is a vast difference between what some areas receive per child and what others receive. Dr. Benton's first plan started everyone equal, but this only lasted for about a month, when the comptroller and others changed and made it a percentage of what had been done in the past. This was the first mistake. The second was when they removed the AEA's from having corporate power to own buildings, and the third was when the Governor took the excess money that had been turned over from the County Superintendents to the AEA. This was not state money but was tax money from that district. These have all hindered children from getting the service they deserve.

1163 provided special education services to all districts, and the small district that had depended on the county superintendent and the county board was now able to have their children served. I want to quickly state that some county boards and some county superintendents were carrying out their responsibilities, as one county in my program handled

the entire program and all of the classes.

1163 states that all children from birth to 21 must be served. The Federal law states from 3 years to 21 years, so when the Federal law was enacted, Iowa was already ahead and has remained ahead in all areas of handicap. Now we speak of this as the Iowa Code.

We could talk about the laws, and we could spend the remainder of our time doing just that, talking of the various laws that have been enacted. H.R. 7217 excluded all children below 5 years of age, and S.6 excluded those below 3, and that is where PL 93-380 created the first entitlement for handicapped children based on factors of the number of all children aged 3 to 21 within each state times \$8.75. The PL 94-142 was an amendment for the education for all handicapped children act of 1975.

From all of these laws, state and Federal, come the rules and regulations set forth by our State Department; and by following these regulations, we are sure to meet the demands of the law.

From the time I started college, I heard the phrase, "Individualized Instruction." This sounds wonderful, but as a teacher and through working with teachers, very little individual instruction is offered. I'm not criticizing teachers either, I'm stating a fact. When teachers have classes of 25 to 30 or more and have them in an academic class for from 30 to 50 minutes with an ability ranging from an 80 IQ to 160 IQ, there is no human way they can give individual instruction. In kindergarten and primary grades, this is a great problem and this also is in the elementary grades. I always feel that in the primary grades is where the child learns to read, and from then on they read to learn. A vast difference; and unless the first is mastered, the second will not follow. I heard Dr. Paul Witty from Northwestern University make that statement in 1950; and, in my experience, this is really true.

With the laws come the part that every child in special education must have a program developed for them, which states the goals and must have measureable objectives, with a daily program to be followed meeting the goals and objectives. This is known to us as the IEP, Individualized Educational Program. I'm sure you are all familiar with the hue and cry that went up when this was enforced, but

now after some years teachers are finding that it simplifies their work, daily work that is, and makes the work much more interesting to the student and they are all making much better progress, so it is really worth it and is really working.

We have known for many years that methods we have developed in special education have been slowly adopted by the regular teachers and in this instance the individualized programs would be beneficial to the regular teachers to use, especially where so much criticism is being thrown at the schools today for lack of mastery of the basics. This might cause some of the useless things to be thrown out of our schools that have been forced upon us by the public, but I think it can be done. Another thing it would force teachers to make plans for the child instead of using plans year after year.

The law states that a parent must be notified by certified letter and by oral explanation in the primary language of the home and in terms that the parent can understand, why their child is to be examined, what tests will be used, and by whom they will be administered. The parent then has 30 days to think about it and whether they agree or disagree. If they agree, then a consent sheet which contains all of the above information is signed and the examination can be done. If the parent disagrees, then other steps can be taken by going to a hearing of parent and local people again, then to someone from the State Department and then, if they cannot agree, it can be carried to the hearing officer for the answer.

Once the evaluation is completed, the complete report, meaning a report from every discipline of special education is to be included, is explained to the parent and must be to their satisfaction. If the parent demands further evaluation, they can do so and the school will pay for an independent examiner to do the work. However, the local school can hold a hearing to determine if the evaluations done are appropriate.

I feel that parents should be notified as to why their child is being referred and should also be told what has been done to help the child before they are to be referred. This takes me to the conferences held, and this is another subject but can and is an important part of the educational process.

Out of the evaluation then a suggest-

ed program or placement is suggested, and the parent is there to hear all of the discussion and to offer their ideas. This takes us to the IEP and why it is important that the parent know what is to be done and by whom and when it is to occur.

Once the child has been entered into a program, it cannot be changed without the parent's consent, even to the removal of the child. All of these things brings the parent and the school closer together and by working harmoniously together, the child benefits.

94-142 law supplies money from the Federal level to the state level and then to the areas and is to be used in the education of children not in school or receiving an education. In Iowa, it is being used to furnish programs for the pre-school child, which takes the burden off the school systems and at the same time, allows for better programs to be instigated by allowing the AEA's to forget school system lines and combine for their children and prevent isolated programs.

By this time some programs are being handled by the school system under the reimbursement plan of the state, and other programs are being instigated to be sure all children are served. This has also allowed the AEA's to increase their staff to handle all of the extra work that the pre-school load brought about with the increase in number of children served.

The objective of Special Education has always been to assist EVERY child to receive an education to the very best of their ability. Therefore, we never know too much about a child, and the more that we know the better program we can offer to them.

My experience in the past helped me to understand the smaller districts, as I taught in a rural school for four years, in a small-town school for three years, and in a large system for two years before I started Special Education. But I found that no matter whether it was a large or small district, they were all trying to furnish the best program possible.

I feel that the small districts to overcome some deficiencies should cooperate on programs, not only in special education, but in other areas of low incidence, as foreign language, or in any that would be of benefit to the district. There are two things about this posing

problem: cost of gas and the law of having children on the bus for a certain amount of time. Perhaps it would be better if they hire a teacher together and have the teacher travel.

If I were a superintendent, I would want to make sure that every child had a program before some parent had to bring me to task for neglecting their child. I would utilize the special education personnel to the fullest degree.

I feel that the districts must and should be developing programs for the talented in all areas; that the districts examine their kindergarten and primary programs for size, program, and especially in development as many failures could be prevented.



DR. EVERETT EDINGTON
ERIC/CRESS

II "EQUALIZING EDUCATIONAL OPPORTUNITIES IN RURAL AREAS"

PRESENTER: CARL LARSON

Iowa Central Comm. College

The topic, "Equalizing Educational Opportunities in Rural Areas" can best be achieved by examining the cooperative program within Area V. The approach used by Iowa Central Community College and its sister agency, Arrowhead Area Education Agency, has been one of cooperation. In order to efficiently and effectively equalize educational opportunities for rural areas, one must consider "cooperation" as a viable method.

Examine closely the component parts of teaching--Student-Teacher, Mind-Subject Matter Content, Human Body-Skill Development, Administration-School Boards. Notice, it is a cooperative act, and cooperation is a practiced art. The premise of this paper is that there is a logical rationale for cooperation in education that is timely and needed in Iowa's education plan. Iowa needs the cooperative act. Without the cooperation between the agencies and institutions of education at all levels in Iowa, education will be more costly, more ineffective, more inefficient, stagnate, and never achieve the heights of productivity that it can achieve. Cooperation between agencies and institutions is needed for the following reasons:

- * Students, the reason for our existence, will benefit.
- * The economy demands it--in terms of monies saved, savings in time, personnel work loads and facilities.
- * The efficiency of making education more productive--more creative.
- * The mission of each agency/institution is fulfilled in new dimensions, new perspectives.

As the grand alliance in World War II between Great Britain and the United States achieved the victory in Europe, the grand alliance of "cooperation" will produce for Iowa untold benefits.

What is the "cooperative act"? What are its dimensions? First, there is the "Environmental Setting." This is the fertile valley of need. But individuals, the participants in cooperation, must recognize the setting for all of its potential. Cooperation is a two-way street and the environmental setting is co-opted with its partner--the individual.

The individuals are dependent upon their personalities. The personalities will reveal themselves, their egos, their selfish desires, their truths, their strengths, their weaknesses as the cooperative act begins to unfold. This is the critical time--as the cooperative act begins to unfold. If personalities allow educational degrees, institutional backgrounds, past experiences, mental attitudes and personal idiosyncrasies to obstruct programs, cooperation will stifle and die. Size of institutions/agencies in the relationship component of the cooperative act may act as a hindrance. Each participant brings to the cooperative act their assets and liabilities. Build on assets.

Once the act of cooperation is born in a climate of need based upon trust and confidence, the parameters usually emerge. One word of caution--do not expect immediate success. Often it is a process of two steps forward and one step backwards. Failures and mistakes do occur, but if the trust and mutual respect are there, the failures will benefit the participants. It is a trial and error--learn by doing--relationship. The parameters of a cooperative act should not be resolute--or set in concrete. Open-endedness must be understood. It is a process of growth. The parameters of cooperation, the need, personalities, educational mission, institutional commitment and general goals should be understood but not in the rigid tradition of singleness of purpose.

What are some examples of cooperation in Area V?

A. Between Iowa Central Community College and Arrowhead Area Education Agency 5:

- * Media Center
- * Computer Service
- * In-service Career Education Programs
- * Assessment Center
- * Services - Instructional and In-service to the Handicapped

- Experience Based Career Education - Mentally Disabled (EBCE-MD)
- Experience Based Career Education - Learning Disabled (EBCE-LD)
- Vocational Education for Selected Students (VESS)

- * Sharing Personnel
- * Lifelong Career Development Program (LCD)

B. Between Iowa Central Community College and local school districts

- * Joint-Effort Secondary Program (Career Education Centers)
- * Early Bird Programs
- * Planning Studies
- * Science Seminars

What are the benefits? What of the future? The benefits are better service to students. That is the bottom line. Better programs, better teachers, better education. There are programs available to children and adults of all ages in Area V simply because of the cooperation of agencies/institutions. The benefits also are in terms of personal growth. We are better administrators, better individuals, more knowledgeable because of our relationship. We do have an esprit de corps--a feeling of accomplishments, a confidence that we can do our job--an inner glow. This human benefit brings satisfaction to our jobs. We are more productive--better teachers, better employees.

The future?

- * We need the educational leadership in Iowa to proclaim "a year of cooperation" as we did the "year of the child".
- * We need to tell stories of cooperation.
- * We need to weed out those who can't cooperate.
- * We need to get the movement going.

We need cooperation in higher education. We need more cooperation between boards. The future is unlimited. It will emerge. . .it will reveal itself in terms of new projects, programs, new benefits to education. PURE has a vital interest in cooperation simply because of your organization--People UNITED for Rural Education.



"THE ROLE OF AEA'S AND COMMUNITY COLLEGES IN EQUALIZING EDUCATIONAL OPPORTUNITIES FOR RURAL AREAS"

III

'LOCAL CHAPTERS AND COMMUNITY INVOLVEMENT FOR THE 1980'S'

PRESENTER: KAY BANWAHT

1st Vice President, PURE

What is the main purpose of local chapters?

The main purpose of local chapters of PURE is to keep up the membership by getting more people to join and assuming most of the responsibilities for renewals. People trust the judgment of local people.

A local chapter is a uniting force in a district where there is no parent-teacher organizations. It is a way for people to involve themselves in local education.

Local chapters keep interest up on the local level. We can't do it on a state level.

A local chapter educates the rest of the community about PURE's purpose. It is an effective way to deliver information locally and to implement citizen activity when there is a need for local action and legislative contact.

What steps should be taken to form a local chapter?

The state board has set up guidelines that are available upon request to the secretary. Even if the first meeting of PURE members was small, a nominating committee was formed to find persons who would agree to run for office. A chapter must have ten members and at least one officer. This committee handled publicity and urged community leaders to attend. They also informed local congressmen of this meeting.

In our community, leadership came from our local school board, who along with our superintendent, gave an informational meeting about school finances and what problems may lie ahead for our school district. Only one school board member ran for a position on the PURE board as we felt we would rather have other representation from the community. Immediately after the meeting, the newly elected board (in our case a five-man board) met to elect officers. They set the terms of office and outlined possible duties.

What are the duties of officers?

Here again, in a newly formed organization we have had to "feel our way" in determining what was expected of us. We elected a president, a vice-president,

and a secretary from the five-man board. Since that time we have added the duties of treasurer to the secretary, as we feel that we will need some finances to support some of our projects. We voted to set up terms of office so each year two new officers will be elected. In order to have more people get involved, we decided to have each out-going officer be ineligible for the year following the end of his term. Thus we hope to have new people take interest and hope that after having served on the board, they will continue to give good support to our cause.

We set a date for our annual meeting and time for a renewal campaign.

Although the president and secretary will call board meetings whenever necessary, anyone on the board can call for a meeting if they feel there is an important issue to discuss.

The secretary is to contact the state organization and handle all correspondence from them. Our meetings are very informal and vary in length. We have had meetings between ballgames at our local school and found it to be an effective way to make discussion and decisions quickly!

We planned the format of the annual meeting, handled publicity, and arranged for speakers.

How do you determine what goals or purposes should be established for your local chapter?

"Guidelines state that the local chapters shall promote and support the resolutions of the state organization." In case of controversy in the activities of the chapter, this is one way to settle a dispute. Is it in the best interest of the organization or is it a local issue? Each community has different problems or attitudes, so goals that are set may vary. One goal we set for our chapter was to try to keep the school district citizens well informed about the finances of our school and what different solutions were being considered. This, of course, would be something that your superintendent and local school board would have to approve and support. I think in our case it has been a good idea, and I have heard a lot of favorable comments and heard concern that it continue.

Our main purpose is to renew memberships and gain members. After two years of experience, we know how difficult it can be to do this. It has given us an

insight into the frustrations experienced by the state secretary and volunteers who keep track of the membership! Sometimes it gets to be downright unpleasant to keep prodding people to renew, but it does get easier as people realize there must be deadlines for renewals. We found that if there was an existing school function that had good attendance, it would be a good time to have a renewal campaign. We use our annual FFA chili-oyster supper as the event to renew the bulk of our membership.

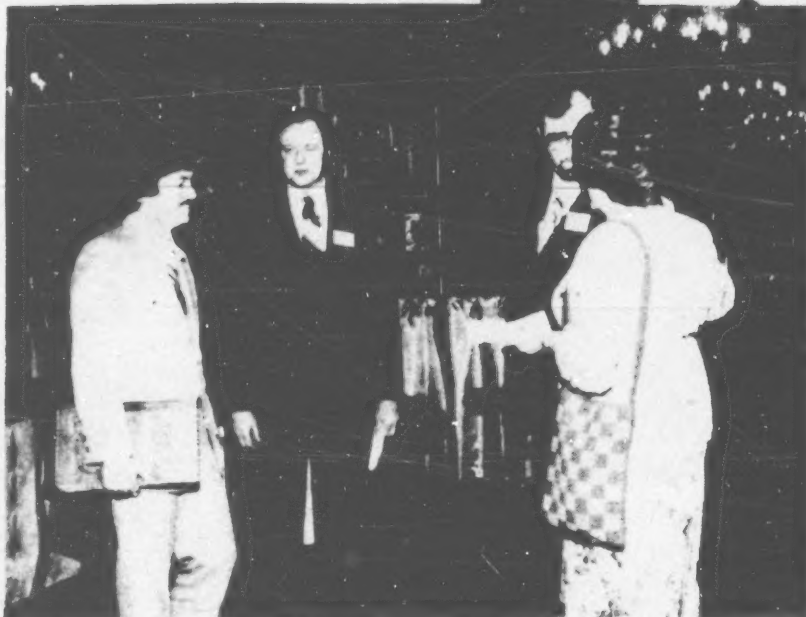
What should be done to keep interest of members in the state and local organizations?

One suggestion I would like to make is to urge the officers of the chapter to try to attend some PURE state board meetings, go to some legislative hearings, or attend the State Conference. By doing

this, they will personally see and learn how our organization is working and what concerns we have and in what areas we are having success. I positively feel that if we see what challenges our lobbyists have in dealing with the legislators and the Department of Education, we will feel compelled to give them support and encouragement. On the local level we picked out some important legislation and sent newsletters to all our local members, urging them to support our organization's viewpoint. We sent the names of the legislators and the addresses.

This year we had booths at two county fairs in which we had a good representation of members working for our chapter. There are other ways to involve the membership if you can keep a broad outlook on ways to promote our cause.

"MAKING DECISIONS"
PURE SEC'Y, JANET KINNEY
JOHN GREENFIELD, HOTEL FT.
DES MOINES, MANAGEMENT



TERRY BRANSTAD, LT. GOV.
DR. JESS
DR. BASKERVILLE
JOYCE LOSURE

SUMMATION OF REMARKS FOR
PURE THIRD ANNUAL NATIONAL CONFERENCE
January 31 - February 1, 1980

'COMMUNITY EDUCATION IN RURAL SCHOOLS'

PRESENTERS: JOSEPH P. HERRITY
Community Education Consultant, Department
of Public Instruction.

KEVIN KOESTER Community Education
Director, Ankeny Community School District.

COMMUNITY EDUCATION CONCEPT

Community education is a concept that stresses an expanded role for public education and provides a dynamic approach to individual and community improvement. Community education encourages the development of a comprehensive and coordinated delivery system for providing educational, recreational, social, and cultural services for all people in a community. Although communities vary greatly with some being richer than others, all have tremendous human and physical resources that can be identified and mobilized to obtain workable solutions to problems. Inherent in the community education philosophy is the belief that each community education program should reflect the needs of its particular community. The philosophy advocates a process which produces essential modifications as times and problems change.

Community schools are open the entire year, 18 hours a day or longer, if necessary. They become a place where people of all ages gather to learn, to enjoy themselves and to be involved in community problem solving efforts. Although activities and programs are provided through school facilities, they are not limited to the school building itself because the school extends itself into the community. Agencies, factories, businesses and the surrounding environment become part of the learning laboratory.

The community education philosophy stresses developing and strengthening the vital relationship, mutual dependence and fundamental linkage between the home, school, and community in all phases of human growth and community improvement. By utilizing the total community environment, the community becomes a living-learning laboratory for students and adults. Tax dollars as well as private funds are used more effectively and much duplication of service is eliminated.

IOWA COMMUNITY EDUCATION ACT

The Iowa Community Education Act encourages the adoption of basic Community Education concepts and emphasizes a greater utilization of local school facilities by community residents. The administration of a Community Education program is most likely directed by a Community Education Director who has the assistance of neighborhood and district advisory councils.

Basically the act, which was signed into law on June 22, 1978, is known as the "Iowa Community Education Act," and provides for the establishment of a Community Education program in a local school district through a levy of \$.13 $\frac{1}{2}$ per thousand dollars of assessed valuation on all property subject to taxation in the school district. This levy is available only to local school districts through a 50 percent majority referendum. This act is considered to be an optional or permissive piece of legislation. The local program would be funded through use of the existing school levy provisions for Public Recreation and Playgrounds found in Section 300.3, Code of Iowa.

The bill provides for a state consultant position at the Department of Public Instruction and requires the establishment of a state advisory council for Community Education. The bill also outlines the duties of individuals and groups involved in the planning and implementation of a Community Education program, and amends existing legislation to include school bus transportation services for non-school persons and groups.



CONCURRENT SESSION #1, VIII
"ERIC FOR LIBRARIANS"

"INVOLVING COLLEGES WITH TEACHER PREPARATION FOR RURAL EDUCATION CAREERS"

SPEAKER: WILLIAM H. DREIER

Professor of Education, University of
Northern Iowa, Cedar Falls, IA.

This short paper will consider two parts of the title topic. First, a summary will be made of a recent study of AACTE member college in Region VII of the U.S. Department of Education. Secondly, some of the ways one public institution, the College of Education of the University of Northern Iowa, provides for the preparation of teachers for rural education careers will be outlined and discussed.

I. College Programs Preparing Educators for Rural Schools and Communities.

Within the four states of Region VII, (Iowa, Missouri, Kansas, and Nebraska) one-third of the 1970 population lives in the rural nonmetropolitan area and two-thirds in the metropolitan places of 50,000 or more people. These four states in 1973, had a total of 92 institutions holding membership in American Association of Colleges for Teacher Education. A short questionnaire was sent to a random sample of them asking six specific questions about graduate and undergraduate programs and courses they might have to help educational leaders become better prepared for the rural or for the metro environment, in which their schools might be located. Responses were received from 28 places or 60.9 percent of the random sample. The institutions in places of less than 10,000 had a 70 percent return, places of 10,000 to 50,000 a 62.5 percent and the places with over 50,000 people had a 55 percent return.

1. What courses are required or highly recommended to help teachers in the larger city and metro area? (places over 10,000)

- a. A required course and/or urban program--25 percent
- b. One or more electives--10.7 percent
- c. None--64.3 percent

2. What courses are required or highly recommended to help students become teachers in the rural areas and small towns? (places under 5,000)

- a. A required course or rural program--14.2 percent
 - b. One or more electives--17.9 percent
 - c. None--67.9 percent
3. How many of your students are enrolled in student teaching in an academic year?

a. The ten reporting (one left it blank) public institutions reported a range from 160 to 900 with a mean of 458 students.

b. The seventeen reporting non-public institutions ranged from 20 to 150 student teachers annually with a mean of 78.

4. In what size community did you place half or more of your student teachers last year?

a. In small towns of less than 5,000 people--14 percent.

b. In larger towns and cities between 5,000 and 50,000--43 percent.

c. In larger cities and metro areas over 50,000 people--43 percent.

5. What courses or programs are available at the graduate level for those preparing to administer or supervise teachers in the inner-city?

a. No graduate programs or no courses--85.7 percent.

b. A program or only electives--14.3 percent.

6. What courses or programs are available at the graduate level for those preparing to administer or supervise teachers working in the rural areas and in small towns?

a. No graduate programs or no courses -- 89.3 percent.

b. A program or only electives -- 10.7 percent.

II. Some Ways the University of Northern Iowa Presently Helps Teachers Prepare for Rural Education Careers.

In 1978, the Dean of the College of Education with the support of the Council of Department Heads named a fifteen-member Rural Education Committee. Dr. Ross Nielson, Head of the Department of Teaching was the first chairman. The present chairman is Dr. William H. Dreier, Professor of Education in the Department of Educational Psychology and Foundations. From 1971 to 1975, he had been Field Secretary of the Rural Education Association and Editor of the Rural Education News. Earlier in 1967, he was president of the Rural Education Association of the NEA.

*Paper presented at the third National Conference of People United for Rural Education, Des Moines, Iowa, on January 31 and February 1, 1980

Members of the UNI Rural Education Committee represent seven departments in the College of Education plus the UNI Extension Service and the UNI Educational Placement Office. They meet every three or four weeks during the academic year. Some of their activities are listed:

1. A number of tables and short papers have been prepared. One, for example, shows that of the 1976 UNI graduates with a teaching certificate who began teaching (595), 45 percent of all the 496 who located in Iowa, began their careers in K-12 school districts with 1,300 or fewer students. (2)

2. A professor-teacher exchange was worked out with a small rural school district and the places of two administrators and 21 teachers in the Burt Community School District were filled for two days by 13 UNI faculty, 6 graduate assistants, and 12 seniors. (3)

3. A summer graduate course "Education for Rural Communities" was offered in 1979 and an eight-week course "Seminar in Rural Education: Field Based", was offered in the spring semester, 1980.

4. "Teaching and Living in Small Towns and Rural America" the results of a survey of the class of 1977 was prepared by Travis Montgomery of the Educational Placement Office.

5. Two issues of "Notes from the Rural Education Committee" were distributed in 1978-79. Rural Education Views or REviews was created by the committee and three or four issues are planned for the 1979-80 year. These are mailed to over 300 of the most rural school districts in Iowa (each have their schools in the open country or in places of less than 2,500 people) plus other state, regional and national leaders. (5)

6. The Committee is planning with the combined resources of the university and the cooperation of People United for Rural Education, for the 1980 NCA Small Schools Conference. The meeting for citizens, board members, teachers and administrators in small and rural districts on October 30 and 31, will use local, state, regional, and national leaders in rural education. The North Central Association Small Schools Committee will meet at the time of the conference. They are printing the program and will also furnish leadership for the meeting. (6)

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DEL STROMER, REPRESENTATIVE
AL HUISMAN, SUPT. AT GOLDFIELD

VI
**"AN ALTERNATIVE DELIVERY
SYSTEM FOR RURAL
EDUCATION"**

PRESENTER: DON RUUD
Communicating for Agriculture

It is apparent that the people of rural America support the preservation of their local school systems. Opposition to the consolidation of the schools in rural America is strong. In the face of ever-increasing financial difficulties, CA supports research to develop alternative educational delivery systems. CA feels this will enable the rural schools to continue to provide quality educational programs for their children.

After exploring various alternative educational delivery systems, CA believes the concept of "communicasting"--a low power, low cost, small community television service--seems to provide the potential for an effective supplemental educational delivery system.

Local independent school districts can be linked by both audio and visual television interconnect systems. The most immediate benefit would be the ability to retain certain classes that would otherwise have to be dropped for low enrollment. Many small rural schools are finding it economically difficult to offer low student enrollment classes. In some cases low student enrollment classes are being dropped from the curriculum altogether.

Students from several schools could be "linked-up" to provide a sufficiently large class. Student-teacher interaction would be possible through two-way audio and video signals.

During school hours, "classroom" sessions originating from the host school system can be broadcast for reception at nearby participating schools. Using the concept of communicasting, these low enrollment classes can be offered on a co-operative basis among neighboring school districts.

As an example, an advanced mathematics class could be offered at a host school. The teacher would have students from each of the participating schools in his class. However, the students at the satellite schools would remain in their respective schools. The teacher would be able to monitor and interact with the students in the satellite schools through the two-way television interconnection.

The potential for curriculum expansion using the communicasting system seems unlimited.

This "classroom instructional" mode of communicasting also will enable students who are at home due to illness (or other reasons) to keep abreast of school work by watching their TV sets in their homes. Such "shut-in" students will be able to participate in classroom discussion on an audio basis as well as through a telephone connection to the host school classroom.

In addition, a low power television facility would open numerous possibilities for direct involvement of the public in its educational system and would provide a locally controlled broadcast facility designed to serve the specific needs of the community.

Communicasting technology appears to provide an effective supplemental delivery system designed to meet some of the unique needs of rural public schools.

Additional information can be obtained from:

CA, Inc.
Box 677
Fergus Falls, MN
56537



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SMALL GROUP SESSION
ON LOCAL CHAPTERS

CLOSING SESSION

**"RURAL EDUCATION: SURVIVAL
IN THE 80S--CONGRESSIONAL
POINTS OF VIEW"**

SPEAKER: MARY GEREAU

Legislative Asst. for Senator John Melcher

The creation of a Cabinet level Department of Education is a major step in reducing the trend toward federal control of education that has been of increasing concern to those of us who believe that community control of schools is in the nation's best interest.

By removing education from the Department of Health, Education and Welfare where it has been buried under the overwhelming weight of the problems of the other two components of HEW, the Congress has brought Education into the limelight of public attention.

I know of no member of Congress who wants federal control of public schools. The Secretary of Education will be on the spot. She must see to it that the insidious controls which well-meaning but misguided bureaucrats have been creating through regulations, guidelines and application forms are drastically reduced. The Department of Education must put an end to the deluge of paperwork that is overwhelming school administrators and teachers, diverting their time and talents from the important task of educating the nation's youth.

The new Department of Education does not create any new programs, nor provide for any increase in the number of Federal employees. The Department is composed of existing Federal programs formerly scattered throughout many other Federal Departments such as Agriculture, Interior, Defense, etc. The personnel will be transferred with the programs. As a matter of fact, the law requires that the number of Federal employees in the new Department be reduced by 500 from the number currently employed.

The new Department is currently in the organizational stage. There will be problems, of course. Not the least of these is the power struggle among special interest groups within and outside the bureaucracy. The responsibility of assisting rural education is one bone of contention. While "rural education" is listed under the section of the law creating an Office of Adult and Vocational Education; clearly this agency should not have

the responsibility for assisting elementary and secondary rural schools. The Chairmen of the House and Senate conferees who worked out the final details of the law have both written the Secretary of Education clarifying that rural elementary and secondary schools should remain as the responsibility of the Office of Elementary and Secondary Education. If this obviously rational position is not accepted by the Secretary, then the bill introduced by Representative Grassley which places rural education where it belongs will be the route to follow. Senator Melcher (my boss), Senator Culver, Senator McGovern, and others with a commitment to rural education will carry the cause in the Senate, if necessary I'm sure.

The resurgence of concern for the quality of rural education is most heartening. People United for Rural Education reserves major credit for this movement. Our commitment to quality education for rural boys and girls is an inspiration, and I thank you for it.



CLOSING SESSION
MARY GEREAU

REPRESENTATION AT THE THIRD
CONVENTION OF PEOPLE UNITED
FOR RURAL EDUCATION

ELEMENTARY-SECONDARY PUBLIC SCHOOLS

Alden Community School, Alden
Ar-We-Va Community School, Westside
Boone Valley Community School, Renwick
Cal Community School, Latimer
Crestland Community School, Early
Dayton Community School, Dayton
Delwood Community School, Delmar
ElkHorn-Kimballton Comm. School, ElkHorn
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Garnavillo Community School, Garnavillo
Garwin Community School, Garwin
Glidden-Ralston Community School, Glidden
Goldfield Community School, Goldfield
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HLV Community School, Victor
Lake City Community School, Lake City
Lincoln Community School, Stanwood
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North Mahaska Comm. School, New Sharon
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Arrowhead AEA V, Fort Dodge
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